

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY 11 JULY 2014
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

A G E N D A

1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

Members are reminded of their responsibility, in accordance with the Members' Code of Conduct, to declare any disclosable pecuniary interests in any matter under consideration at this meeting. Should you have a disclosable pecuniary interest in an item on the agenda you should not participate in any discussion on the matter, vote on the matter or remain in the meeting during discussion and voting on the matter subject to Part 4 (paragraphs 19 and 20) of the Code of Conduct.

If a member is unsure of the correct course of action to take, they should seek advice from the Secretary and Solicitor **prior** to the meeting.

Members should complete the appropriate form, attached herewith, and hand it to the Clerk before leaving the meeting. A blank form can be obtained from the Clerk at the meeting.

3. EXCLUSION OF THE PRESS AND PUBLIC

To identify items where resolutions may be moved to exclude the press and public.

**4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON
13 JUNE 2014
(pages 7 to 13)**

Copy attached.

5. RAIL FRANCHISE CONSULTATION
(pages 14 to 102)

To consider the attached report.

6. RAIL NORTH GOVERNANCE
(pages 103 to 108)

To consider the attached report.

7. PETITION – PONTEFRACT RAIL SERVICES
(pages 109 to 110)

To consider the attached report.

8. LOCAL TRANSPORT PLAN APPROVALS
(pages 111 to 121)

To consider the attached report.

9. TRAVEL CHOICES – ACCESSIBILITY AND EQUALITY INITIATIVES
(pages 122 to 127)

To consider the attached report.

10. PETITION – SERVICE X15
(pages 128 to 129)

To consider the attached report.

Signed:

A handwritten signature in blue ink, appearing to read 'AS by the'.

Head of Paid Service WYCA

WEST YORKSHIRE COMBINED AUTHORITY
DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS

NAME OF MEMBER:

COMMITTEE: **TRANSPORT COMMITTEE**

DATE: **11 July 2014**

AGENDA ITEM NO	NATURE OF INTEREST

Signed

You should complete this form only if you have a disclosable pecuniary interest in any particular item on this agenda. (See attached appendix for schedule of disclosable pecuniary interests.) Completed forms should be handed in to the Secretary and Solicitor **before** leaving the meeting.

NOTE: Should you have a disclosable pecuniary interest in an item on the agenda you should not participate in any discussion on the matter, vote on the matter or remain in the meeting during discussion and voting on the matter subject to paragraph 24 of the Code of Conduct.

If you are unsure of the correct course of action to take, you should seek advice from the Secretary and Solicitor prior to the meeting.

**SCHEDULE OF DISCLOSABLE PECUNIARY INTERESTS UNDER THE LOCALISM ACT 2011 AND THE
CODE OF CONDUCT OF THE COMBINED AUTHORITY 2014**

Disclosable Interest	Description
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	<p>Any payment or provision of any other financial benefit (other than from the relevant Authority) made or provided within the relevant period in respect of any expenses incurred by a Member in carrying out duties as a member, or towards the election expenses of the Member.</p> <p>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</p>
Contracts	<p>Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the Authority -</p> <p>(a) under which goods or services are to be provided or works are to be executed; and</p> <p>(b) which has not been fully discharged.</p>
Land	Any beneficial interest in land which is within the area of the Authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the Authority for a month or longer.
Corporate tenancies	<p>Any tenancy where (to the member's knowledge) -</p> <p>(a) the landlord is the Authority; and</p> <p>(b) the tenant is a body in which the relevant person has a beneficial interest.</p>

Securities

Any beneficial interest in securities of a body where -

- (a) that body (to the Member's knowledge) has a place of business or land in the area of the Authority; and
- (b) either -
 - (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If a Member has a disclosable pecuniary interest in a matter under discussion, the Member may not:-

- (a) participate, or participate further, in any discussion of the matter at the meeting;
- (b) participate in any vote, or further vote, taken on the matter at the meeting (unless the Member has requested and been granted a relevant dispensation by the Standards Committee), or
- (c) remain in the room during the discussion or vote on the matter.

Where Members have a disclosable pecuniary interest in a matter to be considered at a meeting, they may attend the meeting but only for the purposes of making representations, answering questions or giving evidence relating to the matter, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise. Once Members have finished, or the meeting decides they have finished, Members must leave the room and may not remain in the room during the discussion or vote on the matter.

Note: If a close family member has a Disclosable Pecuniary Interest, this is deemed to be a Disclosable Pecuniary Interest of the Member of the Authority.

ITEM 3

PUBLIC INSPECTION OF DOCUMENTS AND ACCESS TO MEETINGS OF THE WEST YORKSHIRE COMBINED AUTHORITY

Inspection of Documents

- (a) Files containing correspondence etc, relating to items to be discussed at the meeting may be inspected by contacting the originating department - please see below. Certain information may be confidential and not open to inspection.

Exempt Information

- (b) The attached agenda items do not contain any exempt information as defined in Part 1 of Schedule 12A to the Local Government Act 1972.

Compilation of Agenda by:	Angie Shearon
Telephone No:	Leeds (0113) 251 7220
Date:	3 July 2014

**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY 13 JUNE 2014 IN WELLINGTON HOUSE, LEEDS**

Present: Councillor James Lewis (Chair)

Councillors R Billheimer, A Carter, Y Crewe, E Firth, K Groves,
I Khan, C Loughran, G Lowe, M Lyons, L Smaje and D Sutherland

In attendance: Councillors V Slater (Bradford), B Collins (Calderdale),
M Morley (Wakefield) and D Levene (York)

Observers: Councillors D Kirton and M Johnson

12. CHAIR'S COMMENTS

The Chair commented that there were to be changes in membership of the Committee and therefore this would be the last meeting for Councillors Kim Groves, Imran Khan, Celia Loughran and Glen Miller. It was also noted that Keith Dredge and David Hardy had both lost their seats in the recent local elections.

The Chair expressed, on behalf of the Committee, appreciation of the contributions from all the above named Councillors.

In response Councillor Khan said that he had thoroughly enjoyed the time he had served on the Committee. He thanked officers for their support, hard work and commitment, which Councillors Groves and Loughran endorsed.

13. Apologies for Absence

Apologies for absence were received from Councillor G Miller.

14. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by Members at the meeting.

15. Minutes of the Meeting of the Transport Committee held on 25 April 2014

Resolved: That the minutes of the Transport Committee held on 25 April 2014 be approved and signed by the Chair.

16. LTP Programme

The Transport Committee considered a report seeking approval for expenditure on:

- Bus Shelter Replacement Programme.
- Rail Development Programme Phase 3.
- Heckmondwike Transport Hub.

A progress update was also provided for the following:

- Kirkstall Forge/Apperley Bridge new rail stations.
- Wakefield Eastern Relief Road, Pontefract Northern Link Road and Aire Valley Park and Ride.
- New Generation Transport.

Bus Shelter Replacement Programme

The Committee was advised that approval was being sought for expenditure of £250,000, to be funded from the LTP, to replace approximately 30 life expired shelters in 2014/15.

Rail Development Programme Phase 3

It was reported that Phases 1 and 2 of the Rail Development Programme had been undertaken in support of the delivery of WYCA's Rail Strategy. The earlier phases had included the completion of HS2 development work and the Harrogate Line electrification outline Business Case work. The Committee was advised that to ensure that West Yorkshire and the wider City Region were well placed to benefit from future funding, it was proposed that the Rail Development Programme (Phase 3) was further progressed to include:

- HS2 Connectivity Study and East/West Connectivity.
- Rail Feasibility – Development of schemes in the LTP Programme.
- Electrification of the Calder Valley line.
- East Coast Main Line Development.

In welcoming the next strand of works in Phase 3 of the Rail Development Programme, members reiterated the need for greater connectivity across the Northern towns including electrification of certain lines which was essential to support economic growth and address/contribute to the rebalancing of the national economy towards the North.

Heckmondwike Hub

It was reported that a programme of transport hub schemes, including Heckmondwike, had been incorporated into LTP Implementation Plan 2 to improve interchange and integration. Members were advised that the works would commence in the Autumn and were due to be completed in March 2015. Approval was being sought for a contribution of £300,000 from the LTP for the transport aspects of the scheme, to be split as follows:

- Kirklees Council for highways works - £230,000
- WYCA for shelters and totem elements - £70,000

Kirkstall Forge and Apperley Bridge Rail Stations

It was reported that the DfT had confirmed that major scheme approval had been granted in May 2014 for construction of both new stations. Construction was expected to commence in September with the stations programmed to be opened in August 2015.

Wakefield Eastern Relief Road, Aire Valley Park and Ride and Pontefract Northern Link Road

It was reported that the WYCA had approved the progression of the Wakefield Eastern Relief Road and the Aire Valley Park and Ride schemes through Gateway 1 stage. Members were informed that funds had now been allocated to allow detailed design work to take place on a single option basis. Both schemes were due to commence on site during 2015/2016.

Reference was also made that the WYCA had approved progression of the Pontefract Northern Relief Road through Gateway 3 to permit construction to start on site in June 2014.

New Generation Transport (NGT)

It was reported that the NGT Public Inquiry was still ongoing and it was now envisaged that it was likely to conclude in September/October 2015. Members requested that a briefing note on the ongoing Public Inquiry be circulated.

Resolved:

- (a) That the report be noted.
- (b) That the Rail Development Programme phase 3 as detailed in the submitted report be approved.
- (c) That expenditure as detailed in the submitted report be approved as follows:

- £230,000 to be funded from the LTP for the Rail Development Programme Phase 3.
- £250,000 to be funded from the LTP to allow the replacement of approximately 30 life expired shelters in 2014/15.
- £300,000 (Kirklees £230,000, WYCA £70,000) to be funded from the LTP to contribute to the Heckmondwike Hub scheme.

(d) That a briefing note be prepared on the ongoing NGT Public Inquiry.

17. Single Transport Plan

The Transport Committee considered a report on the process for a review of current transport plans with a view to developing a Single Transport Plan for the West Yorkshire Combined Authority (WYCA).

It was noted that there were a number of strategic plans and programmes in respect of transport and the economy for West Yorkshire and York. The Committee discussed the developments since the adoption of the LTP3 including the West Yorkshire Plus Transport Fund, the Strategic Economic Plan and the development of HS2.

It was commented that the WYCA had approved the development/review of a Single Transport Plan for West Yorkshire and York that set out a clear strategy highlighting the WYCA objective and ambitions for transport development by underpinning the economic growth aspect for the region, including stronger links with the SEP.

In discussing the work programme and the associated issues, members indicated that the Single Transport Plan should also reflect health and air quality initiatives.

In welcoming the report, Councillor Levene commented that although required to have their own LTP, York was already working closely with its WYCA partners and were committed to being fully engaged in the development of the Plan.

Resolved:

- (a) That the proposed development of a Single Transport Plan be noted.
- (b) That the work programme outlined in the submitted report be noted.
- (c) That the Single Transport Plan also reflect health and air quality initiatives.

18. Transport Committee Arrangements

The Transport Committee considered a report on the working arrangements of the Transport Committee.

Relationship between the Transport and Investment Committees

Members stressed the need for strong links between the Transport and Investment Committees to ensure that significant transport interventions reflected the Strategic Economic Plan and represented value for money when assessed through the Single Appraisal Framework. A copy of the proposed roles/working arrangements between the Transport Committee and the Investment Committee was attached at Appendix 2 of the submitted report.

Bus Services Working Group

It was reported that one of the Transport Committee's functions was setting the criteria for supporting local bus services. It was proposed that a member working group be established comprising members of the Transport Committee on a politically balanced basis.

The Committee noted that whilst the Working Group would not have decision making powers it would make recommendations to the Transport Committee. The Committee welcomed the establishment of the Working Group which was, in their opinion, a useful tool and mechanism for local input and knowledge to be included in the process of procuring tendered services, such as the network review currently being undertaken in Calderdale. A copy of the Terms of Reference was attached at Appendix 3.

District Engagement Committees

It was reported that at its meeting held on 25 April 2014, the Committee considered the membership and roles of the District Engagement Committees. Members were informed that the report and its recommendations reflected subsequent discussions between the Chair and Deputy Chairs of the Transport Committee.

In noting the proposals to encourage more representatives from disabled and other minority groups, members also suggested that there should be a wider emphasis to include young people, cycling and other road user groups. In this respect they welcomed the potential of a virtual Committee which in their opinion would potentially encourage wider representation. It was also noted that the Committees would be renamed District Consultation Sub-Committees. A copy of the Terms of Reference was attached at Appendix 4.

Budget Working Group

It was reported that at the meeting of the WYCA, approval was given to establish a Budget Working Group to assist in ensuring the 2015/16 budget was aligned with WYCA priorities. The Committee was informed that the membership would be cross-party representation from the WYCA and the Transport Committee.

Resolved:

- (a) That the proposed method of working with the Investment Committee be adopted and reviewed periodically.
- (b) That a Bus Services Working Group be established to provide oversight of the procurement of supported bus services and the Terms of Reference attached at Appendix 3 to the submitted report be approved.
- (c) That the District Engagement Committees be renamed District Consultation Sub-Committees.
- (d) That the Terms of Reference attached at Appendix 4 to the submitted report and the proposed approach to extending the membership of the District Consultation Sub-Committees be refined through discussion between the Chair and Deputy Chairs.
- (e) That the Acting Director Transport report to a future meeting on the potential of a virtual District Consultation Sub-Committee to further widen representation.
- (f) That the Chair of the Transport Committee liaises with District Council portfolio holders regarding any requirement for joint member meetings regarding transport issues in that District.
- (g) That the establishment of a Budget Working Group be noted.

19. Exclusion of Press and Public

The Transport Committee considered a recommendation to exclude the press and public from Agenda Item 8, which contained exempt information defined in Paragraph 3 of Schedule 12A Local Government Act 1972.

RESOLVED: It was agreed that because disclosure of Item 8 (Disposal of Part of Brighouse Bus Station) would reveal valuation advice and the terms of the offer made to the Authority and would also be prejudicial to the negotiating position of the Authority and the Council, the public interest would be better served by maintaining the exemption and, therefore, the press and public were excluded from the meeting.

20. Disposal of Part of Brighouse Bus Station

The Committee considered a report on the disposal of land adjoining Brighouse Bus Station in conjunction with a land sale by Calderdale Metropolitan Borough Council.

Resolved:

- (a) That approval be given in principle to the disposal of operational land as set out in the submitted report.
- (b) That an agreement with Calderdale Metropolitan Borough Council be entered into on terms acceptable to the Secretary and Solicitor in relation to the joint sale of land as highlighted in the submitted report.
- (c) That finalisation of the disposal of the land be delegated to the Acting Executive Director of Transport, in consultation with the Chair of the Transport Committee, subject to obtaining acceptable professional advice in relation to value and to traffic and pedestrian safety.

Originator: James Nutter,
Rail Manager



ITEM 5

Report to: Transport Committee

Date: 11 July 2014

Subject: Rail Franchise Consultation

1. Purpose

- 1.1. To provide information on the Department for Transport/Rail North consultation in relation to the re-franchising of the TransPennine (TP) and Northern (NT) rail franchises, and input to a West Yorkshire Combined Authority (WYCA) response.

2. Information

- 2.1. On 9 June 2014, the Department for Transport (DfT) published its consultation document in relation to the future of the TP and NT franchises which serve the Leeds City Region (LCR). While the refranchising is a DfT-led process, it is taking place in partnership with Rail North, and the consultation is an exercise involving DfT and Rail North. The consultation period runs until 18 August 2014. The consultation document is attached as Appendix A.
- 2.2. The consultation process provides the major opportunity for WYCA (as the Local Transport Authority with a role in shaping these franchises) to provide direct inputs into the refranchising process and highlight the importance of these rail operations for the economy of the LCR, as well as priorities for development of rail services provided through these franchises.
- 2.3. West Yorkshire's rail strategy, Railplan 7, sets out a Vision and Objectives which were developed following a public consultation process, as well as utilising the Yorkshire Rail Network Study evidence base. RailPlan 7 and Rail North Long Term Rail Strategy will be used to support the draft consultation response being prepared for consideration by WYCA following input from the Transport Committee.

2.4. The Rail Plan 7 vision and objectives are:

Vision: For West Yorkshire to have the best railway in the country by 2026 - A rail network that connects people and places in a way that supports the economy, the environment and quality of life while delivering the best service reliability and customer satisfaction in the country.

Objectives:

- To double annual rail patronage;
- To improve passenger satisfaction scores;
- To develop a rail network that secures better value for money for passengers and taxpayers; and
- To exploit the benefits of high speed rail when it arrives in West Yorkshire in the 2030s.

- 2.5. The consultation documents contain the Secretary of State's objectives for both franchises. There are similarities between the franchise objectives and those of Railplan 7, notably in terms of rail services better supporting the economy. There is however a distinct focus in the NT franchise objectives on 'affordability', and being able to cater for demand growth only in this context. This contrasts with the TP franchise objectives, where the focus appears to be about creating an "Inter-City" operation between the north's major centres, as well as catering for increased demand through increasing rail's mode share.
- 2.6. The DfT also poses a number of specific questions including whether 'below average' fares in the North should be increased to fund improvements, whether certain services could be reduced to fund improvements to rolling stock and whether some reduction in ticket office opening hours and staffing could be permitted. There are also specific questions in relation to train services and possible calling patterns and destinations. Consultees are asked to respond to the specific questions citing evidence where possible that supports views expressed.
- 2.7. The DfT is proposing a duration for the NT franchise of 8 – 10 years, and for the TP franchise of 7 – 9 years. Both franchises will therefore manage services during a period of significant investment in the north's rail network through to the early to mid-2020s, a period which will also see the beginning of construction of HS2. Given the ambitions of HS2, and, more recently the debate that has now begun about HS3, the apparent focus in the NT franchise consultation on trade-offs and possible reductions in service levels seems inconsistent with their longer term ambitions.
- 2.8. It is intended that the WYCA response confirms the overriding priority that the new franchises must support the economic aspirations of the city region as set out in the Strategic Economic Plan (recently adopted by WYCA).
- 2.9. Whilst recognising that efficiency improvements are desirable, a programme of service reductions, staff reductions and ticket office closures would risk jeopardising the RailPlan 7 objectives. It is suggested that sustained investment (for example electrification and new rolling stock) is required in order to address the clear quality gap between railways in the North of England and London and the South East. Such

investment, coupled with much better revenue protection and collection including the use of state of the art ticketing technology, as well as making better use of station buildings and staff, would generate additional revenue and help secure better value for money for the taxpayer.

- 2.10. A separate report details a petition relating to services from the Pontefract area and how it might be reflected in a consultation response.

3. Financial

- 3.1 The consultation process itself has no direct financial implications for WYCA.
- 3.2 It should be noted however that there could be financial implications for WYCA if proposed improvements to the LCR's rail services to be cited in the response are not included as part of the baseline franchise specification by the DfT, and need instead to be included as "priced options"/"third-party increments" in the franchise specification for funding by the WYCA. Should this be the case, a separate report will be brought to the Transport Committee as and when appropriate.

4. Legal Implications

- 4.1 None known as a result of this consultation.

5. Staffing Implications

- 5.1 The preparation of the WYCA response is being undertaken within existing staff resources.

6. Consultees

- 6.1. Input to the WYCA response will be sought from the District Councils, District Consultation Sub-Committees (as user representatives) before a draft is submitted to the WYCA for consideration at its July 2014 meeting.

7. Recommendations

- 7.1 That the Transport Committee provide input to a WYCA response to the rail franchise consultation.

8. Background Documents

- DfT/Rail North consultation document;
- Railplan 7
- Rail North Long Term Rail Strategy
- Yorkshire Rail method study



Department
for Transport

Rail Executive

Stakeholder Consultation

TransPennine Express Rail Franchise
Northern Rail Franchise



June 2014

The Department for Transport has actively considered the needs of blind and partially sighted people in accessing this document. The text will be made available in full on the Department's website. The text may be freely downloaded and translated by individuals or organisations for conversion into other accessible formats. If you have other needs in this regard please contact the Department.

Department for Transport
Great Minster House
33 Horseferry Road
London SW1P 4DR
Telephone 0300 330 3000
Website www.gov.uk/dft
Consultation enquiries:
NorthernTPEconsultation2014@dft.gsi.gov.uk

© Crown copyright 2014

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos or third-party material) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit www.nationalarchives.gov.uk/doc/open-government-licence **OGL** or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk.

The Department for Transport would like to acknowledge the valuable contributions of material, comments and advice from TRL/Halcrow JV who have assisted in the preparation of this document.

Where we have identified any third-party copyright information you will need to obtain permission from the copyright holders concerned.

Contents

Foreword	5
Introduction.....	6
Rail North.....	8
Passenger Focus.....	10
Secretary of State's franchise objectives	10
How to respond	11
Freedom of Information	12
1. The Department for Transport and rail franchising.....	14
The British Railway Industry	14
The Government's vision for rail	15
The Government's rail objectives	15
The franchising schedule.....	16
2. The current franchises.....	17
Introduction	17
Current routes and services.....	17
Passenger numbers	20
Passenger satisfaction	21
Rolling stock	24
Fares and ticketing	25
Subsidy.....	25
Community Rail	26
Operational performance	26
3. Infrastructure investment: new franchise opportunities and trade-offs	28
Introduction	28
Infrastructure Improvements.....	28
Franchise replacement process.....	31
The new franchises	32
Franchise efficiency	33
Trade-offs	35
Community rail and other partnerships.....	36
Third party funded changes	37
Future impacts on demand	38
Door-to-door journeys.....	39
Train service changes	39
4. North TransPennine train service options	43

Introduction	43
Frequency and capacity	43
Connectivity to Manchester Airport and Liverpool	45
Impact of electrification on North TransPennine service pattern .	46
5. South TransPennine and North West TransPennine train service options	52
Introduction	52
South TransPennine route.....	52
North West route	56
6. The Northern train service specification	62
Introduction	62
Planned approach	63
Potential service changes.....	64
Franchise transfer: Barton-on-Humber	66
7. Other franchise issues	67
Introduction	67
Rolling stock	67
Smart and integrated ticketing	68
Service quality	69
Stations.....	70
Capacity and crowding	71
Performance and reliability	72
Innovation	72
Sustainability	73
Health, safety and security	73
Equality Act 2010.....	74
Social Value.....	74
What will happen next?	75
Annex A: Full list of consultation questions.....	76
Annex B: Consultation principles	80
Annex C: Community Rail.....	81
Annex D: Other stations.....	83
Annex E: Franchise letting timetable.....	86

Foreword

The North of England has a population of 15 million and accounts for around 25% of the national economy. Rail has a major role to play in helping the North of England meet its economic potential.

By connecting the North of England's major centres, supporting commuters and businesses, and reflecting the needs of social and leisure markets, the railway supports the wider economic prosperity of the region. It also provides an important link to Scotland.

More and more passengers are using the railways in the North of England, and the recent increases in journey numbers are forecast to continue. Combined with the major investment in railway infrastructure undertaken by Network Rail, the forthcoming re-letting of the Northern and TransPennine Express rail franchises represents a significant opportunity to transform rail travel for the increasing number of passengers in the North of England.

The two franchises need to be affordable to the taxpayer, as well as offer value for money to the fare paying passenger. So the challenge is to best match the available resources to the journeys passenger want to make, whilst identifying opportunities to make services more attractive. Innovation and partnership working will also be vital in making the improvements to service levels and facilities that passengers want to see.

This consultation document is therefore seeking views on how best to balance our aspiration for a railway that supports the expected growth and delivers the economic benefits it is capable of, whilst at the same time being an affordable proposition with focused and targeted use of resources.

We welcome your views.

Introduction

1. This consultation document has been produced by the Department for Transport's Rail Executive (Rail Executive) and Rail North (together referred to as 'we' in the document, unless otherwise specified). It seeks views from stakeholders on certain specification matters affecting the public that will be provided to shortlisted bidders for the next TransPennine Express (TPE) and Northern rail franchises. The closing date for consultation responses is 18 August 2014 and the new TPE and Northern franchises are due to commence in February 2016.
2. Passengers now provide 60% of the rail industry's revenues¹. Season ticket holders alone pay over £1.9 billion per year to travel on the railways. In its report 'Giving passengers a voice in rail services'², Passenger Focus makes clear that passengers expect to play a greater role than they have in the past in determining priorities for the new franchises procured on their behalf, by influencing what goes into the franchise specification. Views from passengers who travel on the Northern and TPE franchises, as well as from other members of the public, are therefore especially welcome.
3. The purpose of the consultation is to:
 - inform stakeholders of the planned process and timescales for awarding the TPE and Northern franchises;
 - provide stakeholders with background information about the current TPE and Northern services and the strategic planning and transport context of the new franchises;
 - advise stakeholders and potential funders of the objectives and expectations for the franchises;
 - give stakeholders an opportunity to comment on the requirements that might be included in the base case specifications and the options that might be considered; and

¹ £7.7 billion in 2012/13. (The Government's expenditure was £5.1 billion.)

² <http://www.passengerfocus.org.uk/research/publications/giving-passengers-a-voice-in-rail-services>

- invite potential funders to formally notify Rail Executive of any changes they may wish to purchase.
4. TPE and Northern will continue to be separate franchises with differing characteristics. However, as they are both due to commence in February 2016, and there is significant geographical overlap between them, we have decided to undertake a single consultation exercise on the new franchises.
 5. The context and background to the two franchises is set out in Chapters 1 and 2 of this document. Chapters 3 to 6 set out what we are proposing to specify in the new franchises and ask questions about these proposals. Chapter 7 details other areas of the franchise that may be of interest, but which are not being consulted upon.
 6. The two franchises have different challenges and opportunities. For TPE, we are asking detailed questions relating to all options currently under consideration for future train services, upon which we have already committed to consult. Many of these have been made possible by Network Rail's infrastructure investment programmes. For Northern, with its much larger network of routes and services, we are asking questions about the overall approach to specifying train services and the types of changes being considered.

Location of consultation questions

If you are interested only in TPE services, please turn to **Chapters 3** (paragraph 3.56 onwards), **4** and **5**.

If you are interested only in Northern services, please turn to **Chapter 6**.

Wider franchise considerations are explored in **Chapter 3**.

A full list of consultation questions is provided at **Annex A**.

7. Following the close of this consultation, we will publish a report summarising stakeholder views on both franchises and our conclusions on them. This will form a key reference document for the bidders for the two franchises, and will be published in December 2014, at the same time as the Invitations to Tender (ITTs). We will not reply individually to each consultation response.
8. In considering responses and developing the ITT, we will act in accordance with the obligations under the Equality Act 2010

and take account of the Public Contracts (Social Value) Act 2012.

Rail North

9. Following a public consultation³, the Government has confirmed its commitment to implementing an appropriate form of rail decentralisation where sensible to do so.
10. In October 2013 Rail North, representing all the local transport authorities in the North of England⁴, submitted a proposal to the Secretary of State for the devolution of services operated by the Northern and TransPennine Express franchises.
11. Rail North's vision is to create a world-class railway for the whole of the North of England, recognised by passengers and businesses as serving their needs, that supports economic growth and is both more effective and more efficient. In particular, supporting the economic aspirations of the North of England is the prime objective of Rail North's devolution proposal.
12. Reflecting the vision, and defined by its draft Long Term Rail Strategy⁵, which sets the framework for how it believes railways in the North of England should be developed over the next twenty years, Rail North has three over-arching objectives for devolved rail services in the North of England.
 - 1 To support economic growth by delivering more rail capacity and better rail connectivity
 - 2 To improve the quality of the railways in the North, with a better offer for passengers to encourage more use
 - 3 To deliver a more efficient railway and to secure greater value for money for the support from the public purse
13. In November 2013 the Secretary of State and leaders of the Rail North authorities agreed on an initial partnership structure to take forward devolved decision making on rail services in the North of England, to help manage the risks associated with a project of this scale.

³ <https://www.gov.uk/government/consultations/rail-decentralisation-devolving-decision-making-on-passenger-rail-services-in-england>

⁴ See <http://www.railnorth.org/about/who-are-the-rail-north-partners/> for details of the constituent authorities

⁵ <http://www.railnorth.org/strategy/>

- 14.** In January 2014, the Secretary of State and the leaders of the authorities Rail North authorities confirmed further details of the partnership⁶. This includes:
- collaborative development of the Northern and TransPennine Express franchises, with Rail Executive in the lead and the Secretary of State retaining ultimate responsibility for all design and procurement decisions;
 - formalisation of the Rail North decision-making structures, including establishment of a formal Leaders' Committee and a Special Purpose Vehicle (SPV) called Rail North Ltd; and
 - development of an integrated partnership structure between Rail Executive and Rail North Ltd which would be capable of managing the franchises on behalf of the Secretary of State once they had been let, and providing a single interface with each franchisee.
- 15.** The shared objectives that underpin this partnership are:
- Growing the railway to maximise the benefits of infrastructure investment and linking this to railway efficiencies;
 - Having a platform for determining investment priorities within the partnership;
 - Risk and reward sharing between members of the partnership, including the potential for revenue or profit-sharing mechanisms that could allow reinvestment into rail services; and,
 - A partnership structure that allows the balance of risk to change over time.
- 16.** Rail Executive is working closely with Rail North on the form of the integrated partnership structure, and on how decisions will be taken and risks shared, with the aim of confirming further details this summer.
- 17.** In the meantime, the specification for each franchise is being developed collaboratively by Rail Executive and Rail North, in line with the Secretary of State's objectives and meeting the objectives of Rail North to the greatest extent possible.

⁶ <http://www.railnorth.org/news/partnership-principles-agreed/>

18. This consultation reflects that joint working, and is being carried out jointly by Rail Executive and Rail North ('us').
19. Between July and October 2013, Rail North consulted with the public on its draft Long Term Rail Strategy. A number of presentations and meetings were held with interested parties, and 111 responses were received from individuals and organisations. The consultation draft is available on the Rail North website.
20. The draft strategy was broadly supported by those consulted, and has been refined by Rail North in response to the detailed comments provided.

Passenger Focus

21. We are also working with Passenger Focus on the specification of service quality, informed by the report Passenger Focus produced setting out passengers' priorities for improvement of the two franchises.

Secretary of State's franchise objectives

22. The starting point for the development of any franchise specification is the establishment of clear objectives. The next Northern and TPE franchises will be expected to deliver a transformation in the way the railway serves its markets and communities in the North of England. We are seeking franchisees who will deliver benefits to passengers through increased efficiency, improved effectiveness and in collaboration with a range of stakeholders.
23. The new franchises will create an opportunity to rejuvenate this important part of Great Britain's railway and there will be ample scope for innovation and modernisation. At the same time it will be essential to secure further efficiencies, such as those identified in the McNulty report, to deliver better value for money to taxpayers and farepayers.
24. The Secretary of State's objectives for the new franchises are to (see overleaf):

Table 1.1 Franchise objectives

Northern	TPE
Help the economy of the north of England thrive by offering good quality rail services for travellers across the region, with service levels that are appropriate to demand and provide sufficient passenger capacity, all while working within the affordability constraints on public funding	Help the economy of the north of England to thrive by offering competitive inter-regional rail services between urban centres, providing sufficient passenger capacity and expanding rail's mode share
Realise the benefits from rail investment in the north of England, ensuring the successful delivery of journey time, frequency, reliability and connectivity benefits for passengers	Realise the benefits from rail investment in the north of England, ensuring the successful delivery of journey time, frequency, reliability and connectivity benefits for passengers
Deliver excellence in customer service through all aspects of the passenger journey, including consistently high standards of performance and efficiency in the operation of train services	Deliver excellence in customer service through all aspects of the passenger journey, including consistently high standards of performance and efficiency in the operation of train services
Secure efficiencies in operation of the franchise through innovative and transformational approaches to operations, retailing and customer service, and at a whole-industry level by working in partnership across the rail industry	Secure whole industry efficiencies and help reduce overall industry costs by working in partnership across the rail industry
Support local communities to help deliver local transport integration, local regeneration and investment at and around stations	Support local communities to help deliver local transport integration, local regeneration and investment at and around stations
Improve social and environmental sustainability to reduce carbon emissions, use resources efficiently and build skills and capability within the business and supply chain	Improve social and environmental sustainability to reduce carbon emissions, using resources efficiently, and building skills and capability within the business and the supply chain

How to respond

The consultation period begins on 9 June 2014 and will run until 18 August 2014. Please ensure that your response reaches us before the closing date. If you would like further copies of this consultation document, it can be found at:

https://www.gov.uk/government/publications?keywords=&publication_filter_option=consultations&departments%5B%5D=department-for-transport

or you can contact us using the details below if you need alternative formats (Braille, audio CD, etc.).

Please respond by filling out the consultation survey online at:

<https://www.surveymonkey.com/s/7L2NGR7>

or e-mail consultation responses to:

NorthernTPEconsultation2014@dft.gsi.gov.uk

or write to:

Northern TPE Consultation Co-ordinator
Department for Transport
4/15 Great Minster House
33 Horseferry Road
London
SW1P 4DR

0300 330 3000 (switchboard)

When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation, please make it clear who the organisation represents and, where applicable, how the views of members were assembled.

There will be consultation events, including the following:

25 June 2014 (Edinburgh - TPE only)

3 July 2014 (Preston)

9 July 2014 (York)

If you would be interested in attending any of these events, please contact us using the details above.

Freedom of Information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the Freedom of Information Act 2000 (FOIA) or the Environmental Information Regulations 2004.

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the Data Protection Act 1998 (DPA) and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

1. The Department for Transport and rail franchising

- 1.1** This section is to provide consultees with information relating to the system of rail franchising and is not for consultation.

The British Railway Industry

- 1.2** Rail Executive is responsible for procuring the majority of passenger rail services in Great Britain. It does this by means of direct awards and franchise competitions - the latter is a process through which private companies submit rival bids to run specified services on the network. Rail Executive designs, awards and manages franchise contracts. This includes ensuring franchisees meet their contractual obligations and overseeing fares and ticketing policy.
- 1.3** The GB railway industry broadly comprises:
- Network Rail, which owns and operates the fixed infrastructure (track, signalling, and the major city-centre stations).⁷
 - Private sector franchise-holding companies (known as Train Operating Companies - TOCs), which run train services and operate most stations.
 - Train leasing companies (known as ROSCOs), which own and lease out the passenger rolling stock.
 - Private rail freight operators and some non-franchised "open access" passenger operators, which also contract with Network Rail to gain access to the network.
 - HS1 Limited, which is the company which holds the HS1 Concession to operate Britain's first high speed railway, running from central London to the Channel Tunnel.
 - The Office of Rail Regulation (ORR), which is the independent economic and safety regulator that oversees

⁷ For statistical purposes, Network Rail will be reclassified in September 2014 as a central government body in the public sector

Network Rail's performance, and thus the relationship between Network Rail and its train operator customers.

- 1.4** The Secretary of State is responsible for providing strategic direction for the rail industry, including setting the overall public budget for the railways.

The Government's vision for rail

- 1.5** The Government's long-term plan is to build a stronger, more competitive economy and a fairer society. Rail is crucial to this and has an important role in the UK's economic recovery and growth. It provides access to markets, employment, leisure and tourism, and the rail sector provides over 200,000 jobs. It will also make an important contribution to rebalancing the economy.
- 1.6** The rail network performs certain functions much better than the competing modes of road and air and the Government's investment strategy plays to its strengths:
- It is a fast, cost-effective way to transport large numbers of people into city centres, supporting economic growth whilst minimising road congestion, urban pollution and carbon dioxide emissions.
 - Rail provides the fast, high-capacity connections between cities and international gateways that businesses rely on.
 - Rail is an efficient, high-capacity method of transporting goods around the country, especially access to and from key ports, with much less environmental impact than road and air freight.
- 1.7** Because rail is greener than air travel, and safer and greener than road travel, the government seeks to accommodate projected demand for rail where it is affordable and value for money to do so.

The Government's rail objectives

- 1.8** The Government is improving the network for the benefit of passengers, freight users and taxpayers, and to support the wider economic and environmental objectives. It aims to:
- Tackle capacity constraints, grow new markets and support wider housing and economic development plans

- Improve efficiency, spread demand, reduce costs and increase the long term value of the railway
- Increase standards in customer service, train performance and station facilities
- Improve social inclusion, accessibility and modal integration
- Maintain position as a safe and green mode of transport.

The franchising schedule

1.9 On 26 March 2013 the Secretary of State announced the publication of a detailed timetable for all rail franchise competitions over the next eight years - providing long-term certainty to the market and supporting major investments in the network. This was updated on 8 April 2014⁸.

1.10 The programme is being implemented, emphasising an open approach that engages meaningfully with stakeholders and industry. As part of this new programme Rail Executive will seek innovative bids that provide value-for-money for taxpayers and put passengers right back at the heart of the railways.

⁸ <https://www.gov.uk/government/publications/rail-franchise-schedule>

2. The current franchises

Introduction

2.1 This section sets out the context and background to the franchises and is not for consultation. It covers:

- Current routes and services
- Passenger numbers
- Passenger satisfaction
- Rolling stock
- Fares and ticketing
- Level of subsidy
- Community rail
- Operational performance

Current routes and services

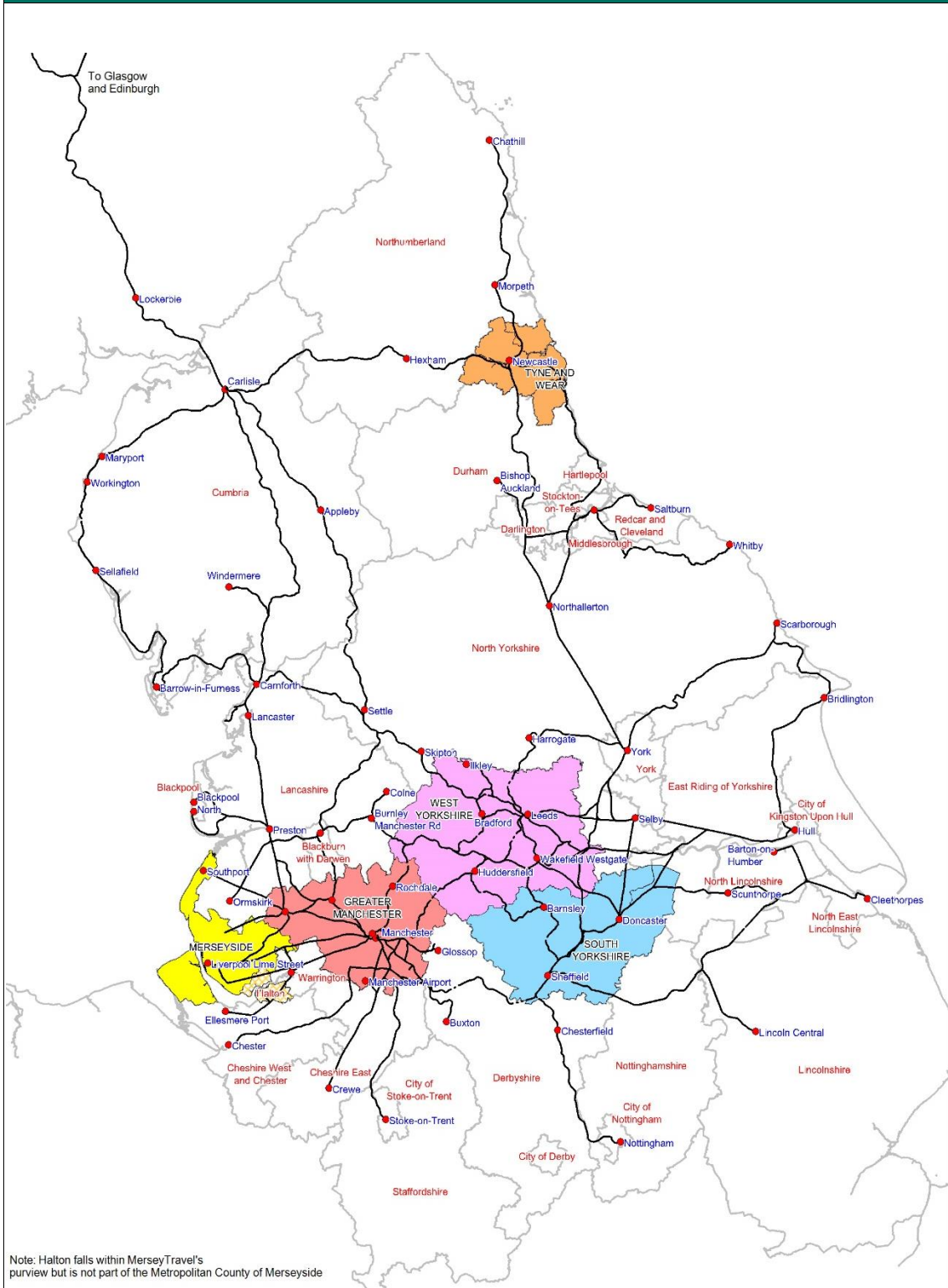
2.2 The Northern and TPE franchises primarily cover the whole of the north of England. TPE's services on the West Coast Main Line also extend north of the Scottish border to Glasgow and Edinburgh.

2.3 Between them, the two franchises serve a population of 15 million, over a quarter of the population of England. This includes all the major conurbations in northern England, in particular the five key centres of Leeds, Manchester, Liverpool, Newcastle and Sheffield.

2.4 The current franchises are operated by

- First/Keolis Transpennine Ltd (trading as First TransPennine Express)
- Northern Rail Ltd (a joint venture between Serco Group plc and Abellio)

Figure 2.1 The Northern and TPE Rail Networks



2.5 There is a great deal of interaction between TPE and Northern, and together the two franchises provide a comprehensive rail network in the North of England. Northern operates around 2550 trains every weekday, while TPE operates 335. In general, TPE provides longer distance inter-

regional services, with Northern providing complementary local, commuter and rural services that serve a much larger number of stations throughout the region. However, TPE carries large numbers of commuters on some routes: e.g. Bolton-Manchester; Huddersfield-Leeds; York-Leeds. Northern services also fulfil an important role in providing local connectivity to TPE and other longer distance operators at main stations.

2.6 Other operators also provide some franchised services in the region:

Table 2.1 Other operators	
Operator	Routes
Arriva Trains Wales	Chester and Warrington to Manchester Crewe to Manchester
CrossCountry Trains	Crewe and Stoke to Manchester Sheffield - Leeds - Newcastle - Alnmouth Sheffield - Doncaster - York Motherwell - Glasgow
East Coast	Doncaster to Leeds, Bradford, Skipton, Harrogate York - Newcastle - Morpeth - Alnmouth Leeds - York Doncaster - Selby - Hull (infrequent compared to Hull Trains)
East Midlands Trains	Manchester - Sheffield Nottingham - Sheffield Liverpool - Manchester Sheffield - Leeds
London Midland	Crewe - Liverpool
Virgin Trains (West Coast)	Stoke and Crewe - Manchester Warrington - Preston - Carlisle - Glasgow/Edinburgh
Scotrail	Carlisle - Glasgow via Dumfries

- 2.7** First Hull Trains and Grand Central also offer services on the East Coast Main Line, as 'open access' operators⁹, while the Metro rapid transit system in Tyne & Wear (operated by DB Regio on behalf of Nexus) shares service provision with Northern between Pelaw and Sunderland.
- 2.8** Most stations in the area covered by the franchises are managed by Northern and 30 are managed by TPE but some are managed by Network Rail or others. A list of the stations not managed by TPE or Northern can be found in Annex D.
- 2.9** According to ORR, of the 463 stations managed by Northern, 67 have particularly low levels of use, with fewer than 200 passenger entries and exits per week. 53 of these see fewer than 10 return trips per day.¹⁰
- 2.10** Local authorities (including PTEs/Combined Authorities) have supported substantial station investment in local stations across the North of England. Stations have been developed and refurbished and specific facilities, such as enhanced passenger information and CCTV, have been provided. In some areas the provision of or increases in station staffing have also been as a result of such investment; in certain locations staff not only sell rail tickets, but also provide tourist information, sell tickets for other public transport modes, and provide a valuable human presence.

Passenger numbers

- 2.11** At the national level, rail use has increased steadily over the last 10 years. Over the last year, passenger journeys on franchised rail services increased by 3.5% (Q3 2012/13 to the year ending Q3 2013/14)¹¹.
- 2.12** This is reflected in the increases in passenger journeys seen on Northern (3.6% per year between 2004/05 and 2012/13) and TPE (3.4% per year between 2009/10 and 2012/13¹²).
- 2.13** In 2012/13 there were 24.9 million passenger journeys on TPE, and 89.8 million on Northern. Between 2002 and 2012, rail demand in the North of England grew by a total of 66%.

⁹ Having applied to the Office of Rail Regulation to operate passenger services not otherwise provided.

¹⁰ <http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

¹¹ 2013-14 Quarter 3 statistical release – passenger rail usage (ORR, February 2014)

http://orr.gov.uk/data/assets/pdf_file/0013/10651/passenger-rail-usage-quality-report-2013-02-20-q3.pdf

¹² Before 2009/10, TPE did not operate services into Scotland and so figures from before this period have not been used.

- 2.14** The recent demand growth has led to overcrowding on many services. Passenger Focus has identified overcrowding on Northern and TPE trains as a major concern for passengers.
- 2.15** The additional capacity provided on TPE routes from May 2014 will help reduce crowding but is also expected to drive new demand.
- 2.16** According to Rail North’s analysis, the demand for rail travel will continue to grow by around 2.5% a year across the North of England, leading to a 50% increase by 2029.
- 2.17** Demand for rail travel in the North of England is dominated by the conurbations of Manchester and Leeds, with significant numbers of commuters travelling by rail in and out of the two city centres.
- 2.18** The Government’s Rail Investment Strategy for the railways in the period up until March 2019 includes the numbers of arriving passengers to be accommodated on services into Leeds and Manchester, on a weekday morning in the three hour peak and in the high-peak hour:

Table 2.2 Number of passengers to be accommodated into Leeds and Manchester				
	Peak Three Hours		High-Peak Hour	
	Forecast demand in 2013/14	Extra demand to be met by 2018/19	Forecast demand in 2013/14	Extra demand to be met by 2018/19
Leeds	25,400	5,100	13,000	2,800
Manchester	28,100	6,200	13,600	2,600

Source: HLOS (2012)

2.19 The growing demand for air travel will also drive increases in the number of rail journeys. In particular, by 2020 passenger numbers are expected to increase by 5 million at Manchester Airport compared with 2010¹³, an important destination for rail travellers in the North.

Passenger satisfaction

2.20 Every year, Passenger Focus surveys more than 50,000 passengers to produce the National Rail Passenger Survey

¹³ UK aviation forecasts (Department for Transport, 2011)
<http://assets.dft.gov.uk/publications/uk-aviation-forecasts-2011/uk-aviation-forecasts.pdf>

(NRPS) - a network-wide picture of passengers' satisfaction with rail travel.

- 2.21** Over the last seven years, overall satisfaction (the proportion of passengers who were fairly or very satisfied) with First TransPennine Express services has been broadly similar to that of comparable long-distance franchises¹⁴. However, it has been slightly below average for the last few years and significantly lower than the best franchise in its class.
- 2.22** Passenger Focus' figures suggest crowding is a significant issue on some First TransPennine Express services: passenger satisfaction with room to sit or stand is the lowest of any train operator. There are also passenger concerns about the lack of luggage space, and its impact on crowding, on trains serving Manchester Airport.
- 2.23** Overall satisfaction with Northern's services has over the last seven years been below that of comparable regional franchises¹⁵. As figure 2.3 overleaf demonstrates, it is also significantly lower than the best franchise in its class.
- 2.24** Passenger satisfaction with Northern's stations is slightly below that of comparable regional franchises. Satisfaction with train facilities is generally much worse at 9 percentage points below the average for regional franchises. In particular, at 59% satisfaction with the upkeep and repair of Northern's trains is 11 percentage points lower than the average of the other comparable regional operators, with over 20% of respondents expressing dissatisfaction. This disparity has increased in recent years and reflects the age and quality of rolling stock operated on Northern.

¹⁴ CrossCountry, East Coast, East Midlands Trains, and Virgin Trains

¹⁵ Arriva Trains Wales, MerseyRail and ScotRail

Figure 2.2 NPS overall satisfaction with TPE

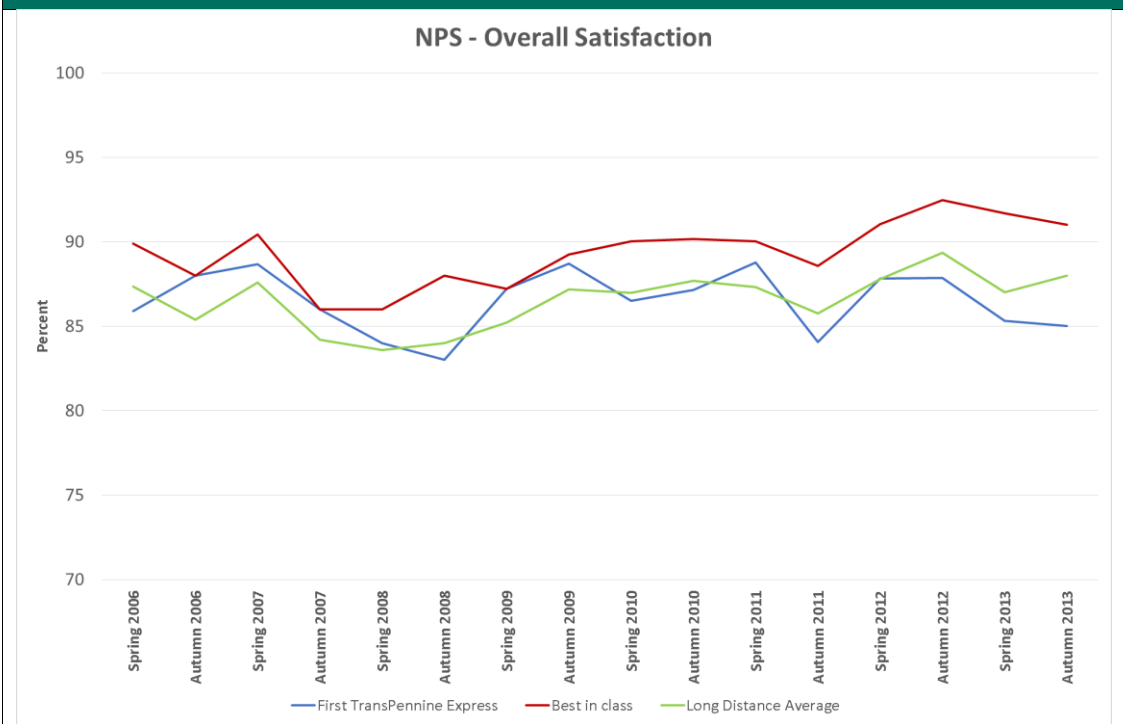
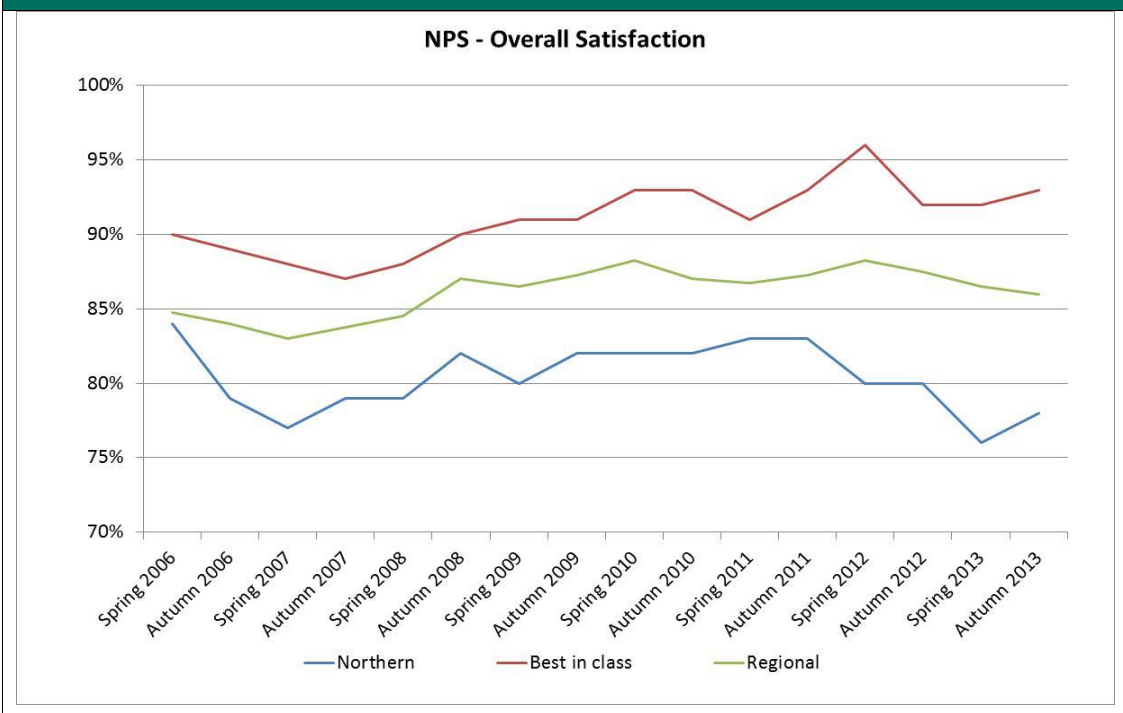


Figure 2.3 NPS overall satisfaction with Northern



2.25 In December 2012, Passenger Focus published a report of its research into what passengers want from the TPE and Northern franchises.¹⁶ Whilst overcrowding and provision of

¹⁶ <http://www.passengerfocus.org.uk/research/publications/passenger-views-of-northern-and-transpennine-rail-franchises>

sufficient seat capacity and luggage space was a priority area for improvement on both franchises, passengers on Northern were also concerned about the quality of rolling stock (including the environment on board the trains), station access and ease of getting on and off.

- 2.26** Provision of appropriate facilities or opportunities to enable passengers to purchase tickets and reduce the number of passengers travelling without a ticket was also considered a priority area to be addressed on Northern.

Rolling stock

TransPennine Express

- 2.27** First TransPennine Express has one of the newest fleets of any train operator, with an average age of under 8 years. The franchise currently operates three rolling stock types:

- Class 185 diesel multiple units (introduced from 2006)
- Class 170 diesel multiple units (until 2015)
- Class 350 electric multiple units (introduced from 2013)

- 2.28** First TransPennine Express is currently developing options for replacing the Class 170 trains, which are to be leased from their owner by another operator from April 2015.

Northern

- 2.29** There is a variety of rolling stock on the Northern franchise. Most of the trains are diesel (87%), with the remainder being electric. The average age is over 24 years, with few trains under 20 years old.

- 2.30** The most common type of train is the 'Pacer', the Class 142 and 144 diesel multiple unit (DMU) railbuses used across the network. These railbuses do not comply with European standards for accessible trains¹⁷ and will require adaptation or replacement by 2020 at the latest.

- 2.31** Northern also operates a large fleet of 'Sprinter' type trains dating from the 1980s. These trains also do not yet meet the accessibility standards. Only some of Northern's fleet has customer information systems.

¹⁷The European Technical Specification for Interoperability for Persons with Reduced Mobility, which came into force on 1 July 2008

Fares and ticketing

- 2.32** Many fares are at levels that are comparable with those for similar journeys elsewhere on the network, but some prices are significantly below the norm. This is particularly the case for some season tickets in the Leeds and Manchester areas, including zonal and multi-modal tickets.
- 2.33** Evidence suggests that a relatively high proportion of journeys on Northern is made without a valid ticket - either intentionally or because there is no option of buying a ticket. This is a particular problem on certain routes and is attributed to a range of factors:
- unstaffed stations
 - lack of ticket machines
 - lack of ticket checks, due to overcrowding in the peak and conductors being busy with door operation
 - no Penalty Fare regime
- 2.34** Ticketless travel breeds resentment amongst passengers who have bought a ticket, and represents a stream of lost revenue income for the train operator. It is important for current and future operators to reduce the rate of ticketless travel and make it easier to purchase tickets at stations.

Subsidy

- 2.35** If support to Network Rail is included, on average it costs the taxpayer 53p for every mile travelled by each passenger on Northern. For TPE the figure is 16p.
- 2.36** Although it has been falling since 2008/09, Northern has the highest subsidy per passenger mile of any franchise managed by Rail Executive. Passenger fare revenue represents only 36% of annual turnover, with direct financial support from the Department for Transport and via the PTEs/Combined Authorities amounting to £324 million in 2012/13. The net subsidy to TPE amounted to £41 million.
- 2.37** This subsidy helps meet important local and regional connectivity needs, linking rural and/or economically deprived communities with employment, education and other services in the urban centres.

2.38 Nonetheless, improving efficiency will be a key focus of the new franchises, within the context of the Government's work to reduce the cost of the railways.

Community Rail

2.39 The North of England contains a number of routes which have been formally designated by the Department for Transport as community rail lines (covering tracks, signals, stations and services) and / or community rail services (covering stations and services). Most of the designated lines are on routes currently operated by Northern.

2.40 Community Rail embraces a diversity of routes across the North of England including:

- inter-regional services such as the Tyne Valley;
- commuter lines such as Clitheroe to Manchester; and
- slower speed branch lines such as Preston to Ormskirk, and Esk Valley.

2.41 All designated lines have a community rail partnership (CRP) made up of representatives from the public, private and voluntary sectors with the primary aim of increasing the viability of their line. CRPs receive financial support from Northern Rail and First TransPennine Express, as well as from local transport authorities. This enables them to employ Community Rail Partnership Officers who are responsible for delivering the agreed actions of the CRP.

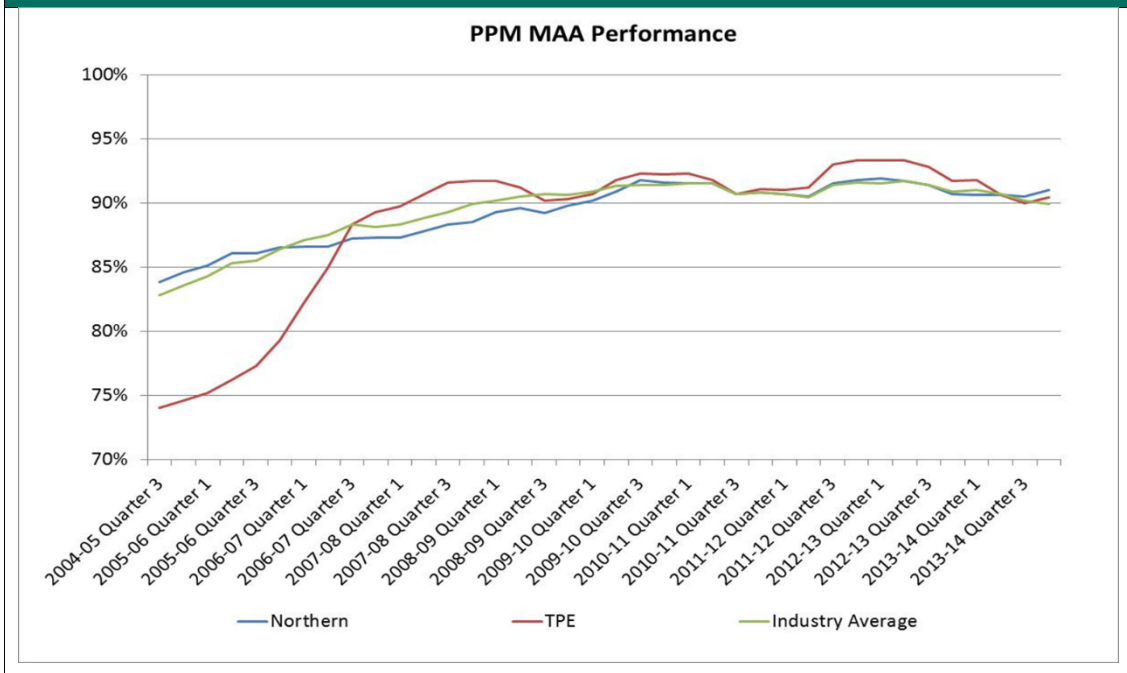
2.42 Annex C sets out the community rail services now operated.

Operational performance

2.43 Punctuality and reliability of service matters to rail passengers. Train operating companies are assessed against the Public Performance Measure (PPM), which shows the percentage of trains which arrive at their destination within five minutes of the timetabled time or, for long distance operators including TPE, the percentage of trains arriving within ten minutes.

2.44 As shown in figure 2.4, Northern and TPE both track very slightly ahead of the PPM moving annual average for the industry as a whole, at 90.5% and 90% respectively.

Figure 2.4 Northern and TPE operational performance



Source: ORR

3. Infrastructure investment: new franchise opportunities and trade-offs

Introduction

- 3.1** Major investment by Network Rail coupled with the re-franchising of Northern and TPE means that this is a period of significant opportunity for the North of England's rail network.
- 3.2** This chapter provides background in relation to the infrastructure investment being made, and the opportunities presented by this for future franchises in the North of England. This is intended to assist consultees in responding to the questions set out in this document.
- 3.3** It also explores the challenges posed by the need to secure efficiencies in the operation of an affordable franchise and asks questions about the trade-offs that may need to be made between different aspects of the North's train services.
- 3.4** Given these constraints, Rail Executive and Rail North are seeking an innovative approach to managing rail services across the North. We welcome responses from stakeholders, passengers and the general public to the questions set out in this chapter.

Infrastructure Improvements

- 3.5** Network Rail is investing heavily in the North of England as part of its overall £3.5 billion investment in the railways in the period up to 2019¹⁸ and major projects are under way to improve the infrastructure. Most importantly, these include:
 - the 'Northern Hub';
 - North-West Electrification; and

¹⁸ This investment was set out by the Government in its High Level Output Specification for the railways for Control Period 5, which began on 1 April 2014 and ends on 31 March 2019:
<https://www.gov.uk/government/publications/high-level-output-specification-2012>

- Trans-Pennine Electrification.
- 3.6** By improving connectivity, these three projects will create the opportunity for improved train services: more capacity and quicker journeys will be of benefit to passengers and support the economy of the region.
- 3.7** Through the new Northern and TPE franchises, we are seeking to secure these benefits in the most advantageous way possible.

Northern Hub

- 3.8** The Northern Hub is a programme of targeted upgrades to the railway in the North of England which, by December 2018, will allow up to 700 more trains to run each day and provide capacity for up to 44 million more passengers a year. This in turn will have significant economic benefits for the North of England as enhanced connectivity between Northern centres and faster and more frequent travel opportunities will be provided. The upgrades associated with the Northern Hub programme of work are set out below.

The Ordsall Chord

- 3.9** The Ordsall Chord is a new section of railway to be completed by December 2016. It will directly link Victoria and Oxford Road and Piccadilly stations in Manchester, allowing services between Victoria, Oxford Road, Piccadilly and Manchester Airport.

Increased capacity and 'line speed' improvements

- 3.10** A number of other infrastructure upgrades are to be completed by December 2018 in order to provide more frequent, quicker services:
- A new island platform on the through lines at Manchester Piccadilly, and extra tracks between Piccadilly and Oxford Road stations, to increase the number of passenger and freight trains that can run through the 'Castlefield Corridor' between Ordsall Lane and Manchester Piccadilly.
This, together with the Ordsall Chord, will enable trains on the Rochdale and Calder Valley line to provide direct services to Manchester Airport.
 - Extra capacity on the route between Liverpool and Manchester via Newton-le-Willows

- An extra platform at Manchester Airport station
- A new facility at Rochdale to enable more local trains to terminate at the station
- Platform extensions at various stations to accommodate some longer peak trains
- An increase in the capacity of the 'Hope Valley' route between Manchester and Sheffield
- Work to allow trains to run more quickly ('line speed' improvements) on routes between Manchester and Sheffield, Manchester and Preston and Manchester and Bradford

3.11 Work is also underway to examine the benefits of major improvements between Manchester and Blackpool, and Leeds and York.

North West electrification

3.12 Network Rail has embarked on a £400 million project to electrify routes in the North West. This will allow faster, more frequent and environmentally cleaner services. Key sections of the Northern franchise route to be electrified are:

- Manchester-Liverpool via Newton-le-Willows (by December 2014)
- Liverpool-Wigan (by December 2014)
- Manchester-Bolton-Preston (by December 2016)
- Manchester-Stalybridge (by December 2016)
- Preston-Blackpool North (by March 2017)

North Trans-Pennine Electrification

3.13 The Manchester-Huddersfield-Leeds-York/Selby trans-Pennine route will be fully electrified by the end of 2018 which will enable the introduction of electric rolling stock, new service patterns and some journey time improvements. This electrification is to take place in stages between 2016 and 2018.

Windermere Branch electrification

3.14 In August 2013, the Government announced that it is keen for the Windermere branch to be converted to allow electric trains to run on the route. The aspiration is for direct electric services

to Manchester to be introduced by 2016. Subject to the business case confirming that the project provides good value for money, Network Rail will be asked to undertake the work in conjunction with other North West rail electrification projects.

Further electrification

3.15 In December 2013, the Department for Transport announced electrification of the Wigan to Bolton route, subject to business case, and the establishment of a joint taskforce with Network Rail to study options for further electrification across the North of England.

3.16 This taskforce is working with train operators, local authorities and Rail North, the supply industry and local Members of Parliament to produce an interim report within 12 months setting out how further schemes can be progressed and development accelerated. The routes to be examined will include, but are not limited to¹⁹:

- Doncaster - Selby – Hull
- East Coast Main Line – Middlesbrough
- Leeds – Harrogate – York
- Sheffield – Leeds (via Moorthorpe)
- Sheffield – Doncaster
- Sheffield – Manchester
- Warrington – Chester
- Crewe – Chester

Franchise replacement process

3.17 The new Northern and TransPennine Express franchises will begin in February 2016.

3.18 The Rail Franchising Competition Guide²⁰, published in June 2013, describes the generic processes the Department for Transport intends to follow for a franchise competition. Rail Executive expects that the competitions for the Northern and TPE franchises will be run broadly in line with these processes²¹.

¹⁹ For the original list announced by the Secretary of State in December 2013, see: <https://www.gov.uk/government/news/road-and-rail-projects-to-boost-local-and-regional-transport--2>

²⁰ <https://www.gov.uk/government/publications/franchise-competition-process-guide>

²¹ See paragraphs 7 and 8 of the Rail Franchising Competition Guide.

3.19 The current timescales for the refranchising process of Northern and TPE are set out in Annex E. The process commenced in May 2014 and has a series of planned stages leading up to the commencement of the franchises in February 2016.

Franchise lengths

3.20 The length of each franchise is based on commercial considerations and the overall franchising programme. A length of seven to nine years for the new TPE franchise is being considered, with the option of a one-year extension at the discretion of the Secretary of State.

3.21 For Northern, a length of eight to ten years is being considered, with the option for a one-year extension at the discretion of the Secretary of State.

The new franchises

3.22 We are committed to specifying new franchises that make a greater contribution to the prosperity of the North of England, in order to underpin the £3.5 billion investment in new infrastructure. We want rail services that drive forward growth and bring about a transformation in overall rail service provision. We are working together to achieve these aims, and will be seeking innovative and different ideas from bidders to maximise the potential opportunities

3.23 For the new franchises to be affordable, particularly given the level of current public subsidy, it will be essential that they are operated in the most efficient manner and we are carefully considering where it may be possible to improve efficiency. This would allow the available taxpayer funding to be targeted differently so as to achieve our overall objectives for the railway to make a greater contribution to the economy and communities of the region.

3.24 Whilst we have some areas we are considering, we are also keen to understand others' views in relation to this matter. Certain trade-offs may be required and we are keen to understand where it is felt these may be best made. Consultation questions on this subject are included within this chapter.

3.25 We are keen to seek innovation through the re-franchising process and it is envisaged that both new franchisees will take full revenue and cost risk for the duration of the franchises.

This means that they will bear the consequences of any differences in the revenue from ticket sales and any other revenue streams they may generate, when compared with the forecasts made in their bids.

- 3.26** It is believed that taking revenue risk incentivises train operators to act in a commercial and innovative manner that will drive growth in the franchises whilst minimising costs. Profit is the reward for the risks that the franchisees take in doing so.

Franchise efficiency

- 3.27** Some areas we are considering for improving franchise efficiency are described below.

Staffing

- 3.28** Passenger Focus research has consistently shown that passengers value the presence and availability of staff. Visible staff provide reassurance to infrequent travellers, assistance when services are disrupted, and a deterrent to fare evasion and antisocial behaviour. Bidders will be encouraged to develop proposals that provide a greater level of effective staff presence, whilst realising significant efficiencies in areas which contribute less to meeting the needs of passengers.
- 3.29** For example, trains across the region are currently operated with both a driver and guard. However, on almost a third of train services in Great Britain, including many recently electrified routes, everything is controlled by the driver in what is known as 'driver only operation' (DOO), with no need for a conductor or guard to operate the doors, or for train despatch. This means any other staff on-board the train are able to focus on customer service and revenue protection.
- 3.30** On the Northern franchise, we expect to require bidders to set out how DOO may be introduced onto suitable services. On TPE, this will be left at bidders' discretion.
- 3.31** Bidders will also be invited to set out how they will introduce more modern approaches to ticket retailing: making greater use of new technology, reviewing the opening hours of ticket offices and considering how best to deploy station staff and the duties they perform.
- 3.32** Efficiencies in back-office and support functions are also expected from the new franchisees.

Closer collaboration with Network Rail and others

3.33 The new franchisees will be expected to undertake work jointly with Network Rail on a number of areas, including:

- Timetable development in order to secure passenger benefits from planned infrastructure investment
- Reducing operational costs, including at stations
- Reducing strategic asset management costs, including at stations
- Reducing whole-industry project costs
- Improving train service performance
- European Rail Traffic Management System deployment
- Introduction of electric train fleets on North West and North TransPennine, and other routes to be electrified

3.34 This might include forming an alliance appropriate to the multi-operator nature of the routes within the area of the two franchises, with the aim of reducing industry costs and maximising value.

3.35 Practical steps will also be taken to eliminate duplication of activities between the franchisee and Network Rail.

Devolution of management within the Northern franchise

3.36 Consistent with the Government's evolutionary approach to rail devolution in the North of England, Rail Executive and Rail North recognise that opportunities exist for greater local focus and involvement within the Northern franchise.

3.37 We will encourage bidders and the next franchisee to explore the scope for innovative local delivery models, in particular on relatively self-contained parts of the network. The objective would be, by working in partnership with local interests, to improve both the efficiency and the local benefits generated by those services.

3.38 The North East, which has a distinct and largely self-contained local rail network that partly shares infrastructure with the Tyne and Wear Metro, represents a particular opportunity. Supported by an appropriately-devolved level of franchise management, there is the potential for delivering real and meaningful local influence over the delivery of local rail services in the North East of England to local authorities in that area in the future.

3.39 Bidders may therefore be required to set out how they will establish a distinct 'North-East' business unit within the franchise, subject to the agreement of the Secretary of State.

Trade-offs

3.40 Both franchises are seeing strong growth in demand and experience crowding at times; we would wish the next franchises to provide additional capacity to meet this demand. As demand patterns change there may be a stronger case for improving some weekend, early and late services, but the additional revenue from this may not cover the additional costs. At the same time there are many very lightly-used services and stations, especially among those operated by Northern.

3.41 This all points to the need to redistribute the available resources to match current and future needs, while protecting those services which are genuinely essential. There are three particular areas where trade-offs could be made:

1 Fares

As set out in Chapter 2, some areas have fares significantly below what is found elsewhere on the network, for historic policy reasons. The wider economic benefits of doing so need to be considered, but increasing those fares to levels more in line with the rest of the network could help to pay for better services, so long as this does not impose costs on other bodies that do not have the capacity to bear them.

2 Rolling stock

We firmly believe the rolling stock on Northern services needs to be improved so that passengers recognise a step change. But the more expensive the trains (and brand-new trains are likely to be the most expensive option of all), the harder it will be to justify current service levels where demand is low, and to afford to improve services where demand is increasing.

3 Ticket offices

We also need to consider how we can enable efficiencies in working practices, such as reducing the opening hours of lightly-used ticket offices, to promote new ticketing technologies and to help to fund a higher level of visible staff presence where passengers most value it: for example

on trains providing customer service and protecting revenue, and at stations when passengers need it for accessibility, safety and security, reassurance and ticket sales. The Fares and Ticketing Review: Next Steps²², published in October 2013, announced plans to improve the way the Department for Transport manages approvals for changes to ticket offices with incentives for train companies to modernise ticketing facilities, whilst providing appropriate safeguards for passengers.

Trade-offs Questions

TO1: What are your views on increasing below-average fares over time to levels typical on the rest of the network in order to improve the frequency, capacity and quality of local services? Do you have any evidence to support your views?

TO2: What are your views on giving priority to improving the quality of the Northern rolling stock at the expense of some reduction in lightly used services (e.g. fewer calls at low-use stations)? Do you have any evidence to support your views?

TO3: What are your views on allowing some reduction in the hours ticket offices are open and staffed if this is accompanied by the ability for passengers to have widespread access to ticket buying opportunities (e.g. through new and improved approaches such as smart ticketing, increased advance purchase ticketing or via mobile phones), adequate measures to ensure vulnerable passengers are not disadvantaged and more effective customer service by both station and on-train staff? Do you have any evidence to support your views?

Community rail and other partnerships

3.42 Community rail partnerships (CRPs) are designed to support and develop the local rail network and create links between the community, businesses and the railway. This can also include seeking ways to improve facilities on stations through sponsorship and station adoption schemes.

3.43 All CRPs contribute to the objectives set out in the 2004 'Community Rail Development Strategy' as updated by the Department in 2007. These are to:

²² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/249001/fares-ticketing-next-steps.pdf

- increase patronage and revenue;
- engage with the local community;
- manage costs; and
- support social and economic regeneration of their area.

3.44 CRPs have been very successful in increasing awareness and use of their services, with results often exceeding national trends for regional services. Partnership working has been key to their effectiveness. In addition, many CRPs and Station Partnerships have been instrumental in securing and funding innovative station development projects ranging from the new eco station at Accrington to the 'Harrington Hump' and the eco passenger waiting shelter, both developed in Cumbria in association with the CRP.

3.45 We expect bidders for the Northern and TPE franchises to demonstrate a commitment to work with CRPs over the life of the franchises.

3.46 Moreover, we wish to encourage local communities, local businesses and local government to build upon the existing partnerships in place and to come forward with their own proposals to partner with the train operators - to increase the contribution made by the railway and get the best value out of the public funding available.

Community rail and other partnerships question

COM1: How can local communities, local businesses and other organisations be further stimulated to play an active part in the running of Northern and TPE rail services, including at stations?

COM2: What opportunities are there for Community Rail Partnerships to expand their role and range of activities?

Third party funded changes

3.47 In addition to its base case specification, Rail Executive may ask bidders to submit prices for certain defined options (known as 'priced options'). These could involve the provision of additional services or, in certain circumstances, a reduction in the level of service from that proposed in the base case. Additions or reductions proposed by other funders might also be taken forward in the base specification or as priced options.

3.48 Any proposed changes from third parties must:

- be to the benefit of passengers;
- comply with the objectives of the franchise;
- be operationally robust;
- demonstrate value for money; and
- be funded by promoters for at least an initial three year period (for which the promoter will need to provide written guarantees of funding).

3.49 Where such proposals satisfy these criteria, Rail Executive will consider including them in the base specification or as priced options. The deadline for the submission of any proposed additions or reductions is the close of the consultation period (29 August 2014).

3.50 Rail Executive and Rail North are currently aware of the following options likely to be requested by third-party funders:

- A new train service between Manchester and Blackburn via Rochdale and Burnley, using the newly re-instated Todmorden Curve, to be funded by Lancashire County and Burnley Borough Councils. Discussions between the Councils and Northern are ongoing and they currently expect this service to be introduced before the new franchise starts;
- An enhanced train service between Bolton and Blackburn, to be funded by Blackburn with Darwen Council; and
- Re-instatement of train services between Newcastle and Ashington, to be funded by Northumberland County Council.

Third party funded changes question

TPF1: Are you aware of any proposals for third party funded changes not already indicated? Please provide details.

Future impacts on demand

3.51 As set out previously the demand for rail travel in the North of England is expected to increase (for example Rail North predicts an increase of 2.5% a year). Rail Executive will prepare forecasts of demand reflecting expected changes in economic growth, population, service provision and fare levels, amongst other factors.

3.52 At the local level, demand for rail travel may be driven by changes in employment patterns, or new industrial, residential or retail developments, amongst other factors. These are important considerations when specifying the new Northern and TPE franchises.

Future impacts on demand question

FID1: What factors may impact on demand for travel on the new Northern and TPE franchises? Please provide any evidence you may have.

Door-to-door journeys

3.53 In March 2013, the Government published its strategy for improving sustainable transport integration, 'Door to Door'²³. The Government's aim is to encourage and enable more people to make more of their door-to-door journeys by sustainable means: public transport, supported by walking and cycling.

3.54 As set out previously, our aim for the Northern and TPE franchises is to deliver improvements in ticketing, better information provision (through the incentivisation of service quality) and more accessible rolling stock - three areas of focus for the door-to-door strategy.

3.55 A fourth area of focus is improving the ability for people to transfer between different modes of transport. Rail Executive and Rail North therefore welcome suggestions on how to improve the connections between Northern and TPE services and other modes of transport:

Door-to-door journeys - questions

DTD1 What are your proposals for providing passengers better and safer access to different modes of transport at stations (including bus, tram, cycling and walking?)

DTD2 How do you suggest your proposals to improve the door-to-door journey experience might be funded?

Train service changes

3.56 We are interested in views on changes to service patterns and levels which might be made in support of the objectives for the

²³ <https://www.gov.uk/government/publications/door-to-door-strategy>

Northern and TPE franchises. Options for both franchises will be considered in parallel to ensure that they complement each other to produce a coherent overall network. The indicative options for changes to services upon which we are seeking views are set out in Chapters 4 (Northern TransPennine services), 5 (South TransPennine and North West TPE services) and 6 (Northern services).

- 3.57** TPE has a fairly simple network which will be significantly impacted by the planned infrastructure changes. The proposals for changes to TPE train services are therefore set out in some detail. For Northern, a much larger franchise with many more routes and services, we are taking a different approach to ensure we consult in a meaningful way: Chapter 6 sets out the approach and the types of changes under consideration.
- 3.58** With the new franchises due to commence in February 2016, the next train operators will have only very limited scope to influence the train services and timetables to be operated from December 2016, a key output stage for the investment projects. These timetables will therefore be developed by the current operators, working with Network Rail under guidance from Rail Executive.
- 3.59** Different train service requirements will be specified over the life of the franchises to ensure that the benefits of the Northern Hub and electrification are realised.
- 3.60** The final stage in the current investment programme should enable further service improvements from December 2018; the specifications for the franchises will outline requirements from this point in full. The next franchisees will develop their own timetables and resource plans working through normal industry processes. Where it is practicable for some features of the December 2018 specification to be introduced earlier, bidders will be free to propose this.

Form of specification

- 3.61** The approach to the development of the specification for Northern train services is set out in Chapter 6. For TPE, we believe that the operator should have flexibility to develop the train service to meet the needs of passengers. We intend to set the train service specification so that operational and timetabling decisions are devolved to the franchisee while protecting key outcomes for passengers, the economy, and the taxpayer.

3.62 This means that we do not propose to specify a particular timetable or service pattern for TPE, but instead to have a more flexible train service specification which could include the following service characteristics (note that these would be specified separately for weekday, Saturday and Sunday services):

- Number of calls at each station per hour/per day
- Specified first and last trains, including specific consideration of Manchester Airport services
- Certain calling patterns

3.63 This would give the franchisee the freedom to develop services to respond to changes in passenger demand and to grow the market in the areas where there are commercial incentives to do so as well as protecting minimum service levels for social and economic purposes on the remainder of the TPE network.

TransPennine Express train service specification - questions

TPE1: What are your views on the degree of flexibility proposed for the train service specification for the new TPE franchise? Do you have any evidence to support your views?

TPE2: Where, if anywhere, would you like to see any changes to first and last trains on the TPE network and why? Do you have any evidence to support this?

TPE3: Where, if anywhere, would you like to see any changes to weekend trains on the TPE network and why? Do you have any evidence to support this?

Franchise scope

3.64 We are interested in views on transferring some services between the Northern and TPE and East Midlands Trains (EMT) franchises – a process known as 're-mapping'. The aims would include the delivery of efficiencies enabled by current infrastructure projects (e.g. North West electrification - see Chapter 3) and alignment of services more closely with the business characteristics of the individual franchises.

3.65 The current proposals which may affect the Northern and TPE franchises are:

Transfer from TPE to Northern:

- Manchester Airport to Blackpool North
- Services to Windermere
- Barrow-in-Furness to Lancaster/Manchester Airport
- York to Scarborough
- Doncaster to Cleethorpes

Transfer from Northern to TPE

- One train per hour Doncaster to Hull (one train per hour to remain with Northern)

Transfer from EMT to TPE:

- the Nottingham – Liverpool portion of the existing EMT Norwich –Liverpool service

Transfer from Northern to EMT:

- Cleethorpes to Barton-on-Humber (if Doncaster - Cleethorpes remains with TPE)

These franchise remapping proposals may result in a number of stations being operated by a different franchisee.

3.66 These proposals are subject to this consultation. See Chapters 4, 5 and 6 for further details.

4. North TransPennine train service options

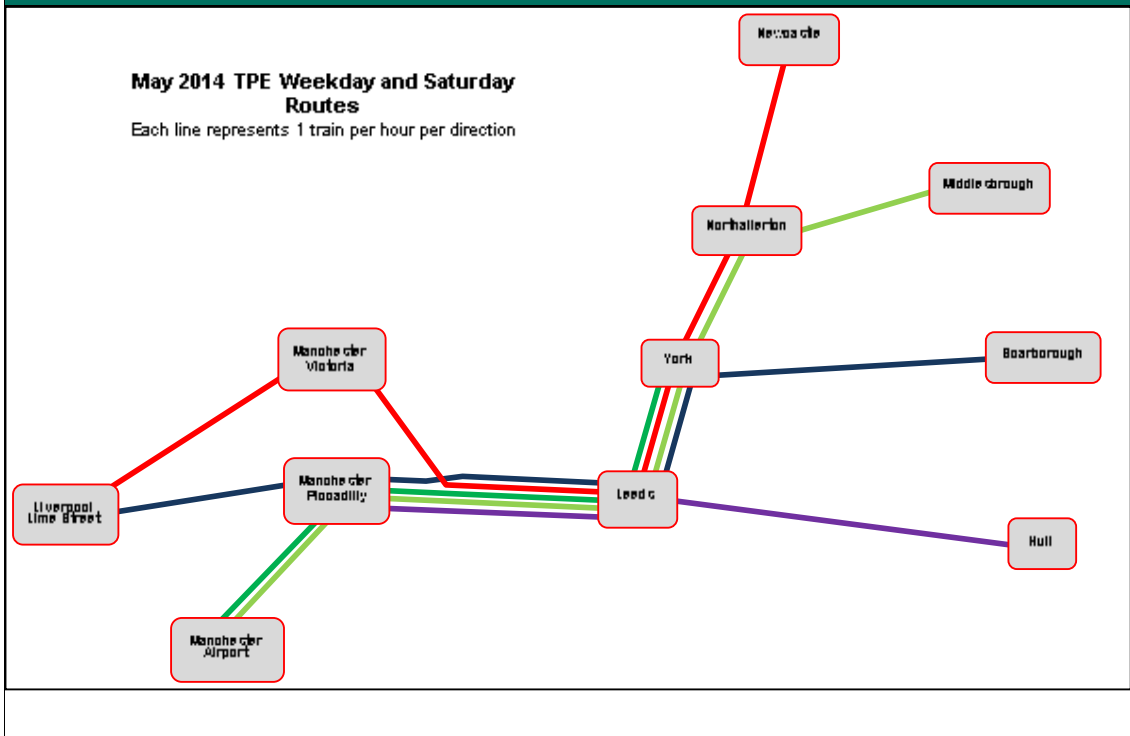
Introduction

- 4.1** Chapters 4 and 5 consider the TPE train services for December 2018, including those that have been made possible by the Government's investment in rail infrastructure in the North of England described in Chapter 3.
- 4.2** This chapter focuses on North TransPennine services; the options for services on the South TransPennine and North West routes made possible by the Northern Hub package of works are explored in Chapter 5 in the context of the wider changes being considered on those routes.
- 4.3** For both the TPE and Northern franchises, North West electrification will mean the introduction of electric trains on certain services. These trains are more reliable, may have more carriages, and allow faster journeys.
- 4.4** The TPE train service specification explored in this chapter and Chapter 5 is open to change, including as a result of responses to this consultation. We welcome responses from stakeholders, passengers and the general public to the questions set out.

Frequency and capacity

- 4.5** There are currently five TPE services per hour on the North TransPennine route as shown in Figure 4.1.
- 4.6** Following completion of the Northern Hub investment programme set out in Chapter 3, it will be possible to operate longer and more frequent trains on the North TransPennine route. It is also likely that the investment will result in reduced journey times between Manchester and York.

Figure 4.1 May 2014 North TransPennine services



- 4.7** We are interested in views on whether to specify five or six TPE trains per hour on the core of the North TransPennine route (i.e. between Manchester and Leeds) from December 2016 and/or December 2018. This requires an assessment of the costs and benefits of the increased service frequency and the resultant reductions in waiting time, including how it would relieve the crowding that is forecast on the route.
- 4.8** With six trains per hour the North TransPennine TPE service pattern between Manchester and Leeds could be:
- 4 fast trains per hour calling only at Huddersfield: and
 - 2 semi-fast trains per hour calling at Stalybridge, Huddersfield and Dewsbury.
- 4.9** Between December 2016 and December 2018 (i.e. before electrification) this would preclude the Northern service between Manchester and Huddersfield from operating outside the peaks so each of the semi-fast TPE trains would also call at two of the intermediate stations (Mossley, Slaithwaite, Greenfield and Marsden) to maintain service levels at these stations.
- 4.10** We expect the ITT will specify that from December 2018 Newcastle, Middlesbrough, York, Scarborough and Hull will, as a minimum, maintain the current number of station calls per

hour (4 to/from York and 1 to/from each of the other destinations), subject to consultation and decisions on remapping and electrification which are discussed below.

- 4.11** Two options are being considered for the sixth train:
- operation to Newcastle; or
 - operation as far as York.
- 4.12** In the latter case, the franchisee would be free to decide to operate beyond York on the basis of passenger demand.

North TransPennine route options - questions

NTP1: What factors do you consider should be taken into account in the assessment of the North TransPennine route options, in particular in the balance of crowding, frequency, journey time and connectivity benefits? What evidence do you have in relation to any of these options?

NTP2: Are there other options for any additional North TransPennine services that you would put forward for consideration? What evidence do you have in relation to any of these options?

Connectivity to Manchester Airport and Liverpool

- 4.13** Current North TransPennine services generally operate as shown in Figure 4.1. In summary:
- Middlesbrough and York services operate to Manchester Airport
 - Newcastle and Scarborough services operate to Liverpool²⁴
 - Hull services operate to Manchester Piccadilly.
- 4.14** Previous work carried out by Network Rail suggests that for each of the eastern destinations (Newcastle, Middlesbrough, York, Hull or Scarborough) the wider economic benefits of a direct service to Manchester Airport are similar to the wider economic benefits of a direct service to Liverpool.
- 4.15** On this basis, we expect the ITT will specify the number of calls at each of these stations but not the cross-Pennine linkages. Bidders would be left to make a commercial decision

²⁴ The Newcastle service operates between Manchester and Liverpool via the Newton-Le-Willows route and the Scarborough service operates via Warrington Central. From December 2016 North TransPennine services to Liverpool will operate via the Newton-Le-Willows route.

on these linkages based on the relative strengths of passenger flows.

Connectivity to Manchester Airport and Liverpool - questions

NTP3: Do you consider that the ITT should specify which services should terminate at Liverpool or Manchester Airport on the North TransPennine route, or should the choice of destination be left to bidders' commercial decisions, and what are your reasons? What evidence do you have in relation to any of these options?

Impact of electrification on North TransPennine service pattern

- 4.16** The electrification of the North TransPennine route in 2018 will allow the operation of electric train services between Liverpool/Manchester Airport/Manchester and York/Newcastle/Selby from December 2018. Electrification will deliver substantial benefits in terms of faster services, operated with quieter and more energy-efficient trains.
- 4.17** However, not all of the routes served by North TransPennine trains will be electrified as part of this project and decisions will need to be made about how to serve stations on these non-electrified sections. There is a trade-off to be made between
- (i) maximising the use of electric trains over electrified infrastructure and providing shuttle services to stations not on the electrified network; and
 - (ii) running diesel trains "under the wires" in order to provide through services to destinations not on the electrified network.
- 4.18** The following parts of the route are not currently planned to be electrified as part of the North TransPennine electrification project:
- Hull-Selby
 - Middlesbrough-East Coast Main Line
 - Scarborough-York.
- 4.19** We are interested in views on the options for services on these routes, as set out below.
- 4.20** As set out in Chapter 3, a joint Network Rail, Rail Executive and Rail North taskforce is to explore where next for

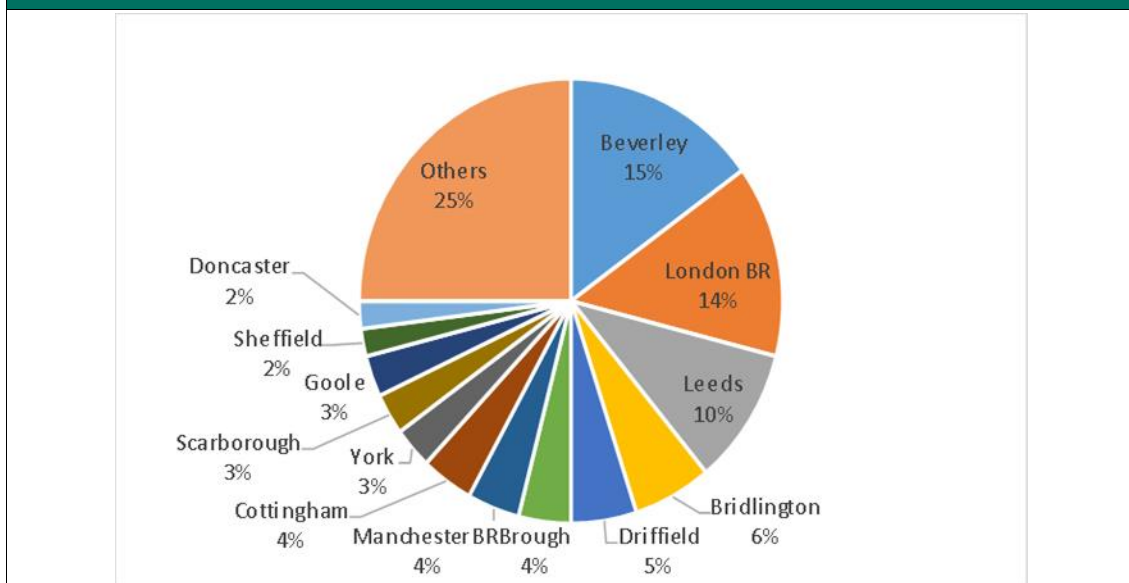
electrification in the North of England. This group will provide an interim report within 12 months setting out how schemes can be brought forward and their development accelerated. Routes to be examined include Hull-Selby and Middlesbrough-East Coast Main Line.

Hull services

4.21 The route between Hull and Selby is not included in current electrification plans. However, the evaluation of the case for Hull-Selby electrification is progressing and a decision is expected to be taken late 2014 or early 2015. Current demand to/from Hull is shown in Figure 4.2. This shows the main travel demand is to towns in East Yorkshire, and to Leeds and London. If the decision is taken to electrify this route, we would expect through services between Hull and Manchester to continue and to be operated with electric rolling stock. If a decision is made not to electrify the route, the train service options include:

- A Hull – Leeds diesel service that allows connections to be made at Leeds for electric services to Manchester and beyond;
- A through Hull service via the North TransPennine route, which would require the operation of diesel services ‘under the electric wires’ to Manchester Piccadilly, Manchester Airport, Liverpool or Chester.

Figure 4.2 Rail demand to and from Hull



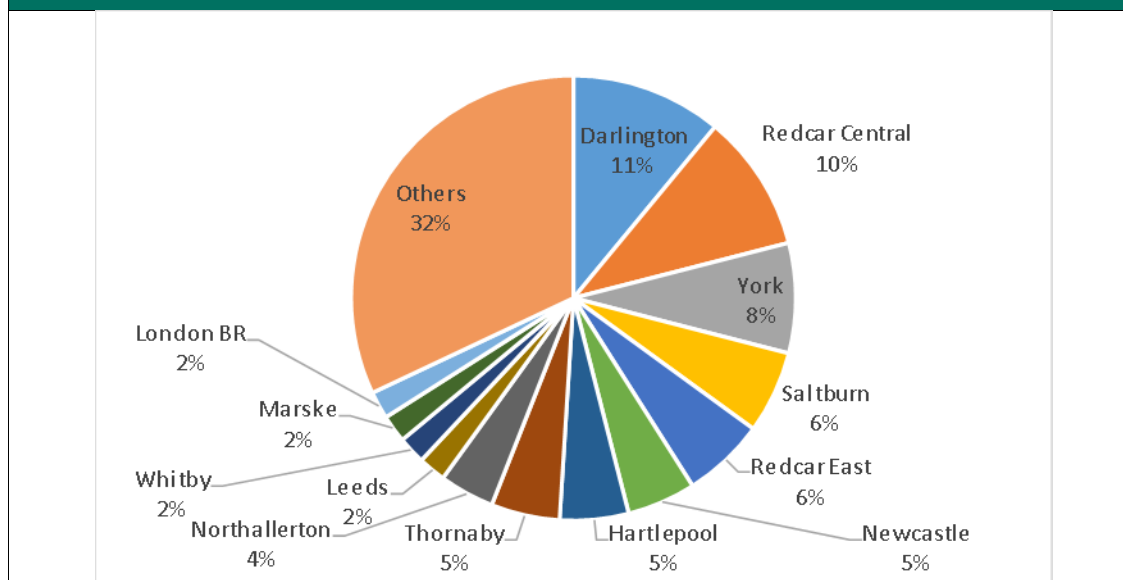
Source: MOIRA

Middlesbrough services

4.22 The route between Middlesbrough and the East Coast Main Line is not included in current electrification plans but it is one of the routes to be considered by the joint taskforce. Current demand to/from Middlesbrough is shown in Figure 4.3. The main demand is to Darlington, Redcar and other locations in the North East, as well as York. If this route were to be electrified we would expect through services to Middlesbrough via the North TransPennine route to continue and to be operated by electric rolling stock. The options being considered before any possible future route electrification are:

- A Middlesbrough – York diesel service that allows connections to be made at York for electric services to London and Manchester
- A Middlesbrough – Leeds diesel service that allows connections to be made at York and Leeds
- A through Middlesbrough service via the North TransPennine route, which would require the operation of diesel services ‘under the wires’ to Manchester Piccadilly, Manchester Airport or Liverpool

Figure 4.3 Rail demand to and from Middlesbrough



Source: MOIRA

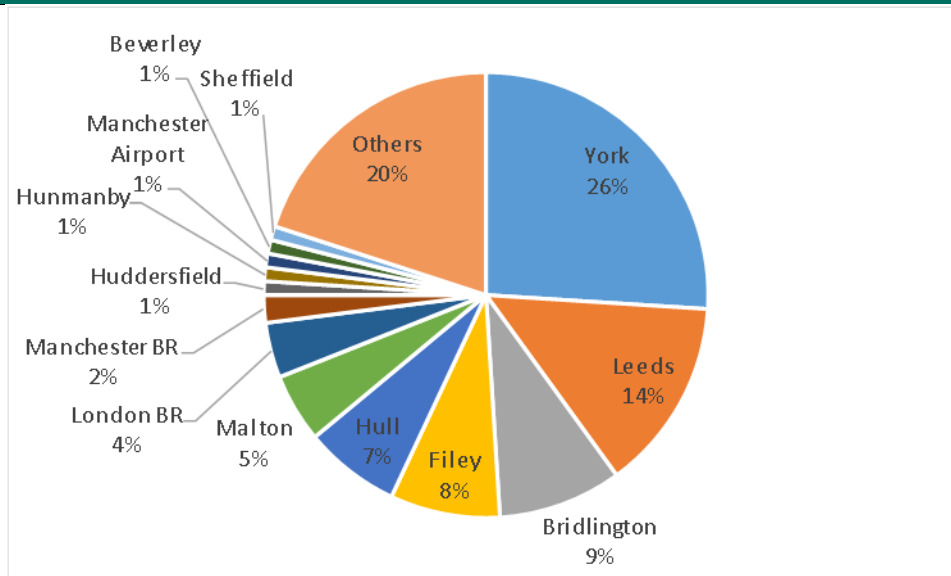
Scarborough services

4.23 There are no current plans to electrify the route between Scarborough and York. Scarborough currently has an hourly service through to Liverpool. Current demand to/from

Scarborough is shown in Figure 4.4: most passengers are currently travelling to York and Leeds, with significant numbers interchanging onto the East Coast Main Line for London services but only a smaller proportion travelling across the Pennines to Manchester. The options being considered therefore include:

- A Scarborough – York diesel service that allows connections to be made at York for electric services to London and Manchester
- A Scarborough– Leeds diesel service that allows connections to be made at York and Leeds for electric services to London and Manchester
- A Scarborough – Blackpool North service via the non-electrified Calder Valley route (Bradford and Halifax). This option combines Scarborough-York with the existing York-Blackpool North Northern service and would entail the transfer of the Scarborough service from TPE to Northern
- A through Scarborough service via the North TransPennine route, which would require the operation of diesel services ‘under the wires’ to Manchester Piccadilly, Manchester Airport or Liverpool

Figure 4.4 Rail demand to and from Scarborough



Source: MOIRA

Impact of electrification on North TransPennine service pattern - questions

NTP4: What factors do you consider should be taken into account in the assessment of the options for Hull, Middlesbrough and Scarborough services? What evidence do you have in relation to any of these options?

NTP5: Are there other options for Hull, Middlesbrough or Scarborough services that you would put forward for consideration? What evidence do you have in relation to any of these options?

Calling patterns

4.24 Currently TPE has two trains per hour in each direction calling at Stalybridge and Dewsbury and one train per hour calling at Garforth. Table 4.1 shows the top five flows and total passenger numbers for each of the three stations.

Table 4.1 Passenger numbers to/from Dewsbury, Stalybridge and Garforth (2012/13)

Destination/origin	Dewsbury	Stalybridge	Garforth
Leeds	1,115,211	85,144	627,632
Huddersfield	635,502	40,616	20,218
Manchester BR	111,774	704,879	25,031
York	43,930	18,836	24,209
Manchester Airport	31,647		
Bradford Yks BR			23,111
Salford		22,702	
Other	267,913	211,699	115,508
Total	2,205,977	1,083,876	835,709

[MOIRA]

4.25 The current level of TPE services to these stations is needed to provide capacity at peak times, but outside the peak we are interested in views on reducing the calls at Stalybridge to one train per hour and removing the TPE call at Garforth. This would reduce journey times for remaining passengers on the service, who are travelling to Manchester, or Leeds and

beyond. Peak station calls would be retained to provide the extra capacity needed in the peak.

North TransPennine calling patterns - question

NTP6: What factors do you consider should be taken into account in the assessment of whether or not to reduce calls at Stalybridge and Garforth? What evidence do you have in relation to this?

5. South TransPennine and North West TransPennine train service options

Introduction

5.1 This chapter considers the South TransPennine and North West TransPennine trains service specifications, including the potential transferral of certain services to the Northern franchise from TPE. We welcome responses from stakeholders, passengers and the general public on the questions set out in this chapter, which are explored in more detail on the next few pages.

South TransPennine route

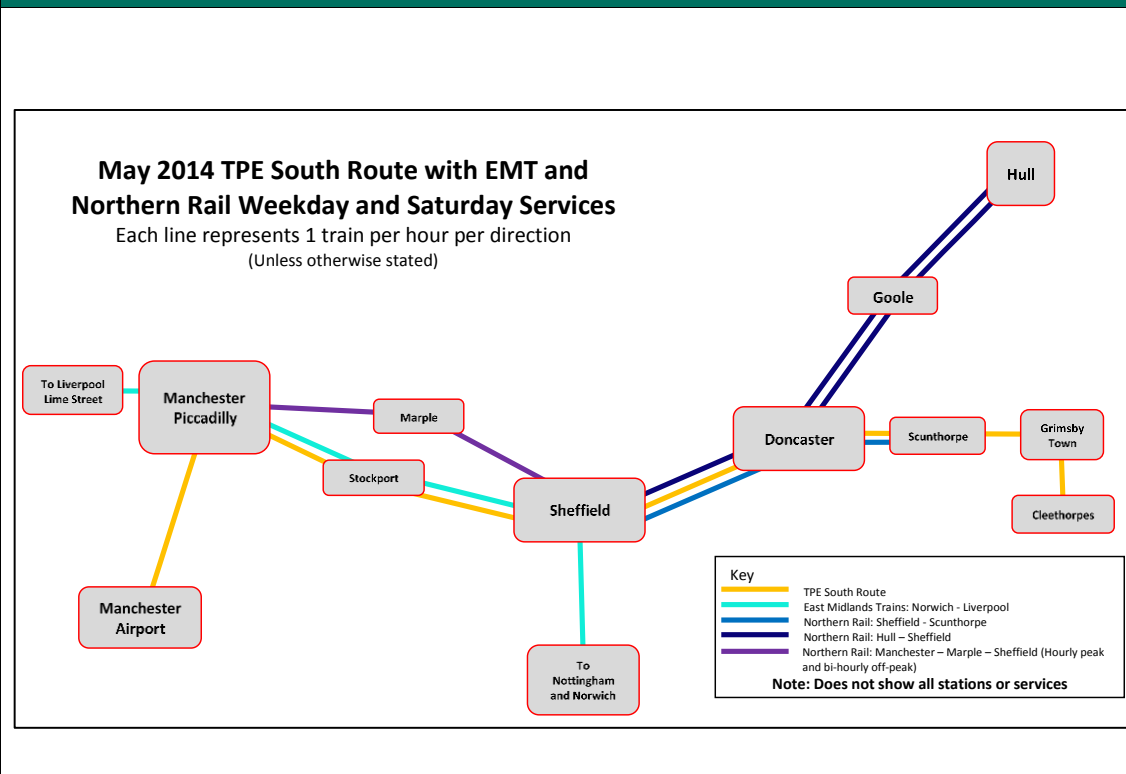
5.2 On the South TransPennine route, TPE currently operates one train per hour between Manchester Airport and Cleethorpes via Sheffield and Doncaster.

5.3 This service is integrated with those of other operators. The main ones are:

- East Midlands Trains operates one train per hour between Liverpool and Norwich via Manchester, Sheffield and Nottingham
- Northern operates one train every two hours (one train per hour at peak times) between Manchester and Sheffield via Marple which calls at intermediate stations on the Hope Valley line
- Northern operates one train per hour between Sheffield and Scunthorpe via Doncaster
- Northern operates one train per hour between Sheffield and Hull via Doncaster.

5.4 Current services provided by TPE, Northern and EMT on the South TransPennine route are shown in Figure 5.1 overleaf.

Figure 5.1 May 2014 South TransPennine services - all operators



5.5 There are currently no plans to electrify this route but the Manchester-Sheffield and Sheffield-Doncaster sections will be considered by the joint electrification taskforce as set out in Chapter 3.

Frequency and capacity

5.6 The Northern Hub investment programme will provide capacity for a third train per hour over the South TransPennine route via Stockport from December 2018.

5.7 We are interested in views on whether to specify an additional train per hour on this route from December 2018, giving a total of three trains per hour between Manchester and Sheffield via Stockport (TPE and EMT combined). This requires an assessment of the costs and benefits of the increased service frequency, including how it would relieve the crowding that is forecast on the route.

5.8 From December 2016 it is likely that North TransPennine services between Manchester and Liverpool will no longer operate via Warrington. However, this route will continue to be served by trains on the South TransPennine route. Depending on decisions on South TransPennine service levels and destinations, it may therefore be necessary to specify an

additional Northern service in order to maintain the current service level on the route via Warrington.

South TransPennine frequency - questions

STP1: What factors do you consider should be taken into account in the assessment of the option to specify one additional train per hour on the South TransPennine route, in particular in the balance of crowding, frequency, journey time and connectivity benefits? Please provide any evidence you may have.

'Remapping' and South Humberside connectivity

- 5.9** We are also interested in views on the case for 'remapping' (transferring train services between operators) as follows:
- Transfer of the Liverpool-Nottingham section of the EMT Liverpool-Norwich service to TPE; and
 - Transfer of the Doncaster-Cleethorpes section of the TPE service to Northern.
- 5.10** Transferring Liverpool-Nottingham from EMT to TPE should benefit from a single operator across the core of the South TransPennine route, with more consistent service quality as well as operational cost efficiency.
- 5.11** However, this transfer would involve splitting the existing Liverpool-Norwich service at Nottingham. There is currently a relatively small amount of cross-Nottingham traffic on this service but splitting at Nottingham would mean that some passengers who currently have direct journeys would have to change at Nottingham.
- 5.12** In the case of South Humberside services, stations between Doncaster and Cleethorpes currently have an hourly TPE service from Manchester Airport. Passenger loadings are relatively high between Manchester Airport and Doncaster but low between Doncaster and Cleethorpes. The majority of passengers from Cleethorpes, Grimsby and Scunthorpe are travelling only as far as Sheffield or connecting at Doncaster or Sheffield for onward services, rather than travelling over the Pennines.
- 5.13** We are therefore examining the option, subject to operational constraints, of terminating the TPE service from Manchester at Doncaster with a replacement Sheffield-Cleethorpes service being operated by Northern, possibly as an extension of the

existing hourly Northern Sheffield-Scunthorpe service. A wider package of changes could also feature the transfer of one of Northern's two services between Doncaster and Hull in each hour to TPE, allowing a through TPE service to Hull via the South TransPennine route (i.e. via Sheffield)

Remapping and South Humberside connectivity - questions

STP2: What factors do you consider should be taken into account in the assessment of the remapping and South Humberside connectivity options? Please provide any evidence you may have.

STP3: In particular, what factors do you think should be taken into account in considering the case for replacing TPE services between Doncaster and Cleethorpes with a service operated by Northern? Please provide any evidence you may have.

STP4: Are there other options that you would put forward for consideration? Please provide any evidence you may have.

Connectivity to Manchester Airport and Liverpool

- 5.14** Currently, TPE services on the South TransPennine route operate through to Manchester Airport and EMT services operate to Liverpool, which gives passengers from Sheffield a direct service to both destinations.
- 5.15** With maintenance of the current South TransPennine service level with two operators as now, it is likely that TPE services would continue to be specified to serve Manchester Airport in order to maintain services to both Manchester Airport and Liverpool.
- 5.16** With the potential service changes discussed above, the following questions would arise:
- 1 If a third South TransPennine service was specified, should the destination for this service also be specified, or left for decision by the operator?
 - 2 If the EMT service was remapped to TPE, should the same cross-Pennine linkages be specified as now, or should the decision about which service should serve Liverpool and which Manchester Airport be left to the operator?
- 5.17** Previous work carried out by Network Rail suggests that for most of the stations served by the TPE and EMT services the economic benefits of a direct service to Manchester Airport are

similar to the economic benefits of a direct service to Liverpool. On this basis, we expect the ITT will not specify particular cross-Pennine linkages in these two cases but will instead leave bidders to make a commercial decision based on the relative strengths of the passenger flows.

South TransPennine connectivity to Manchester Airport and Liverpool - questions

STP5: If the ITT were to specify a third South TransPennine service via Stockport, or remapping of the EMT service to TPE, do you consider that it should specify which of these services should terminate at Manchester Airport or Liverpool or should this be left to bidders' commercial decisions, and what are your reasons? Please provide any evidence you may have.

North West route

5.18 On the North West route, TPE currently operates a more complex service pattern as shown in Figure 5.2. The basic service pattern can be summarised as follows:

- One train per hour from Manchester Airport to Scotland alternating between Edinburgh and Glasgow;
- One train per hour between Manchester Airport and Blackpool North. (Northern also provides an hourly service between Manchester Victoria and Blackpool North);
- An hourly shuttle service between Windermere and Oxenholme with a small number of services extended to a variety of destinations beyond Oxenholme; and
- Services to Barrow-in-Furness. TPE and Northern services combine to provide a roughly hourly service between Barrow and Lancaster/Preston with some TPE services extended to Manchester Airport.

'Remapping' of North West services

5.19 The North West electrification programme will result in the introduction of electric trains on certain routes in December 2016. With the current split of services in the North West between Northern and TPE, the responsibility for introduction of electric train fleets in December 2016 would be split between two operators. Remapping to allow a single operator to manage the introduction of electric trains in December 2016 (including rolling stock procurement, provision of maintenance

facilities, and driver training) is likely to be more efficient. It would also allow ongoing operational efficiencies.

- 5.20** In addition, transferring certain services from TPE to Northern would provide a stronger market focus, with TPE positioned as a regional intercity franchise and Northern providing local, commuter and rural services.
- 5.21** Remapping options are discussed below. It should be noted that the remapping in itself is independent of any options for service change.

Blackpool North services

- 5.22** Currently Northern and TPE both operate services from Blackpool with the majority of trains being operated by Northern. TPE has one train an hour from Blackpool North to Manchester Airport. The Blackpool North route is planned to be electrified by December 2016 as part of the North West electrification programme.
- 5.23** We are interested in views on whether to transfer TPE services on this route to Northern. This would allow the introduction of the electric train fleet on the North West routes in 2016 to be managed by a single operator and would also result in ongoing operational efficiencies.

Windermere services

- 5.24** Currently, all services to Windermere are operated by TPE. The majority are shuttle services between Windermere and Oxenholme. The Windermere route is not part of the North West electrification programme but the Department for Transport has announced that it will be electrified by December 2016 subject to there being a business case to do so. The business case is currently under development.
- 5.25** We are interested in views on whether to transfer the Windermere services from TPE to Northern. The service is largely a short-distance shuttle with a few longer distance extensions, making it a better fit with the Northern franchise than with the TPE franchise, which is focussed on inter-regional services.
- 5.26** In addition, if the Windermere route is electrified, transfer would allow Northern to include the introduction of electric trains on this route within its overall programme for December 2016 and to manage the fleet within its overall North West electric train fleet.

Barrow-in-Furness services

- 5.27** Currently, services to Barrow are operated by both TPE and Northern with both operators running services to Lancaster/Preston and TPE operating some through services to Manchester Airport. Responsibilities for the management of stations on the route are split between the two operators. There are no plans for the electrification of this route.
- 5.28** We are interested in views on whether to transfer the Barrow services from TPE to Northern. Reasons for remapping include:
- Operational efficiencies to be gained from having a single operator for all trains and stations on the route
 - Better fit of the service with the Northern market than with the TPE market
- 5.29** In addition, if Windermere is electrified, then a small standalone TPE diesel operation for Barrow services would be likely to be inefficient.

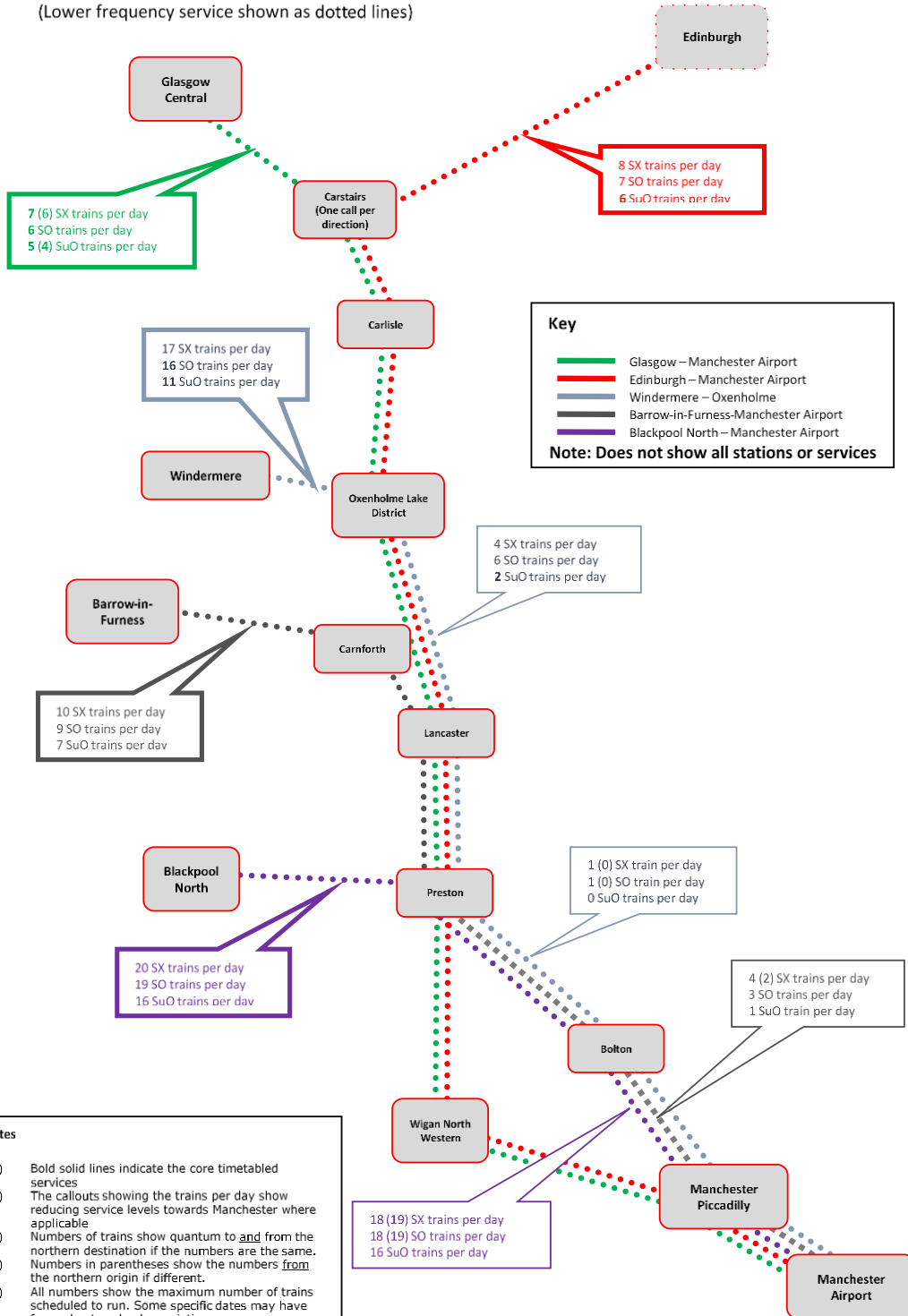
Barrow and Windermere connectivity

- 5.30** Current Barrow and Windermere through services split/join at Preston from/to Blackpool North services; all three are operated by diesel trains. The operation of Blackpool North services by electric trains and their potential transfer to Northern will have an impact on how Barrow and Windermere through services are operated beyond December 2016.
- 5.31** Most long-distance passengers travelling from/to Windermere are connecting with long distance services on the West Coast Main Line at Oxenholme or Preston. Demand from the Barrow route is more strongly focussed on Manchester.

Figure 5.2 May 2014 North West TransPennine services

May 2014 TPE Routes and Service Frequencies

(Lower frequency service shown as dotted lines)



- 5.32** In this context, we are interested in views on the appropriate number of shuttles and through services to be specified for Windermere and Barrow and the destinations to be served by through services. This is a separate consideration from remapping: the provision of through services is not dependent on which train operator operates the service.

North West remapping and connectivity - questions

NW1: What factors do you consider should be taken into account in the assessment of the North West remapping options for Blackpool North, Windermere and Barrow-in-Furness services? What evidence do you have in relation to any of these options?

NW2: What factors do you consider should be taken into account in the assessment of the Barrow and Windermere connectivity options? What evidence do you have in relation to any of these options?

Optimisation of Anglo-Scottish services

- 5.33** The market between Manchester and Scotland has been progressively grown by First TransPennine Express since it commenced services on this route in 2007. The current TPE service from Manchester Airport to Scotland consists of one train per hour alternating between Edinburgh and Glasgow. Virgin Trains services also operate between Preston and Glasgow/Edinburgh.
- 5.34** We are interested in views on whether to specify a change in the proportion of services to each destination. One option would be to serve Edinburgh in two out of every three hours and Glasgow in one of every three hours. This service pattern, in combination with Virgin Trains services, would give equal numbers of trains from Preston to Edinburgh and Glasgow.
- 5.35** Also being considered is the specification of services between Liverpool and Scotland. Subject to operational constraints, it may be possible to operate a service from Liverpool to Preston to join with a Manchester Airport - Scotland service.

Anglo-Scottish services - questions

NW3: What factors do you consider should be taken into account in the assessment of the options for Anglo-Scottish services? What evidence do you have in relation to any of these options?

6. The Northern train service specification

Introduction

6.1 This chapter sets out the matters to be considered in determining the train services the franchisee will be required to operate in the new Northern franchise.

6.2 In doing this we are taking account of:

- The scale and complexity of the franchise (including many services which interact with those provided by other operators)
- The geographic extent and diversity of markets
- The social and economic purposes served by the franchise
- Recent and current public investment in the rail network in the North, and the opportunities this provides for service change
- The wider rail-industry context, including other train operators, and investment plans
- The need to secure best-possible value for the taxpayer and farepayer
- The public sector equality duty under the Equality Act 2010
- The Public Contracts (Social Value) Act 2012

6.3 The contracted specification for Northern train services has not changed substantially for some years. Developing the new franchise therefore requires a thorough review of this specification against the franchise objectives set out on in the Introduction to this document to identify, for example:

- Whether and, if so, where investment, for example in track, stations or electrification, makes desirable changes possible;
- Whether and, if so, where changes in the market mean there is a requirement for more services, or more capacity, than is currently provided;

- Whether and, if so, where services no longer match demand; and
- Whether and, if so, where the current level of service no longer delivers value for money.

Planned approach

- 6.4** We are developing a specification for every service in Northern, for inclusion in the Invitation to Tender.
- 6.5** The present Government's general policy is to take an approach to train service specification which is less prescriptive than in franchises awarded before 2010, both in the franchise bidding phase, and during the franchise, believing that the greater freedom given to bidders and operators will enable them to design services which best meet the needs of passengers. In applying this approach to Northern it is necessary to take into account the heavy dependence on subsidy which makes it unlikely that the operator will provide service levels much above the minimum levels defined.
- 6.6** We therefore expect the ITT to specify the following service characteristics:
- Length of the operating day
 - Minimum train frequency
 - Minimum number of calls at each station
 - Use of electric traction where appropriate on electrified routes
- 6.7** Also being considered is the specification of other features in certain cases, for example:
- Maximum journey times (e.g. where investment has been committed specifically for this purpose)
 - Particular through services where specified service levels could be provided in different ways but it is important that current through journey opportunities are maintained
- 6.8** Bidders will need to consider how best to meet the diverse requirements of the markets served by different Northern services. Rail Executive does not expect to define detailed standards for types of service, but in its Long Term Rail Strategy Rail North identifies distinct categories including a 'Northern Regional Express' identity for services which

connect Northern cities and major centres and offer travel in a comfortable modern environment, linking local to long-distance trains.

Potential service changes

- 6.9** Rail Executive and Rail North recognise that stakeholders, passengers and the general public have a strong interest in the train services to be provided under the new Northern franchise.
- 6.10** Because of the scale of the franchise this consultation does not set out in detail, on a route by route basis, the potential range of alternative services to be considered. Instead, we have described the overall approach being taken to the train service specification and the types of change being considered.
- 6.11** The function of each train service will be assessed in the context of the local community and economy it serves, additions or reductions to the service being evaluated using standard economic appraisal techniques. In doing this the aim is to improve the overall value for money delivered by the franchise while protecting the key purposes met by the service and recognising the constraints on the available public funding.
- 6.12** We are not considering line or station closures within this review of the franchise design.
- 6.13** The potential changes we are interested in views on fall into the categories overleaf:

- a. Increasing service frequency in the peak and/or off-peak where demand merits it
- b. Reducing service frequency in the peak and/or off-peak where demand is low and the current service represents poor value for the subsidy needed
- c. Reducing the number of stops at stations used by few people to accelerate the service for through passengers
- d. Changing the routes taken by services as part of the Northern Hub improvements package
- e. Changing services to coordinate with changes to TPE services
- f. Improving connections where significant numbers of passengers are using an interchange
- g. Adjusting the times of first and/or last services where this better matches the pattern of demand
- h. Improving weekend services (including potential new Saturday or Sunday services) where the potential demand justifies it
- i. Reducing weekend services where the current service represents poor value for the subsidy needed
- j. Adjusting service levels on a seasonal basis where this better matches the pattern of demand

6.14 These changes are purely illustrative and only provided as examples of the sorts of issues being considered. They are not intended to limit the range of changes which might be made, or to link them with particular routes.

6.15 We welcome views from stakeholders, passengers and the general public on these potential changes. We will take account of all consultation responses in finalising the specification, and also expect bidders to take them into consideration in preparing their bids. Consultees' views are invited, in particular on the following questions:

Northern TSR consultation questions

NTSR1: Please indicate, with evidence where available, where passengers would be better served, and revenue increased, by:

- Reducing the number of calls at low-use stations?
- Increasing frequencies on busier sections of routes or at busier times?
- Speeding up the service for longer-distance passengers?
- Improving connections with other services where there is evident demand?

- Adjusting train services to meet seasonal changes in demand?
- Adjusting the time of the first/last train?

NTSR2: Please set out, with evidence where available, any other approaches that might improve route utilisation and make better use of existing resources on the Northern franchise.

NTSR3: Please indicate, with evidence where available, where services should be improved on weekends, resources permitting.

NTSR4: Please indicate, with evidence where available, where weekend services provide poor value for the subsidy required to operate them?

Franchise transfer: Barton-on-Humber

6.16 In addition to the proposals for transfer of TPE services set out in Chapter 5, we are seeking views on the future franchise responsibility for the route from Cleethorpes and Grimsby to Barton-on-Humber. Since the previous 're-mapping' in 2004, this service has been operationally separated from the rest of Northern, making it difficult for the franchisee to develop the service strategically and for it to handle service disruptions.

These difficulties would be resolved if the main south Humberside service between Sheffield and Cleethorpes was transferred to Northern (see chapter 5), but if this change does not proceed we propose the transfer of the route from Cleethorpes and Grimsby to Barton-on-Humber to East Midlands Trains (EMT). EMT operates other local and regional services in Lincolnshire, and the route appears to fit better in its portfolio.

Franchise transfer question

NTSR5: What are your views on retaining the route from Cleethorpes and Grimsby to Barton-on-Humber within the Northern franchise? What evidence do you have to support your views?

7. Other franchise issues

Introduction

- 7.1** The previous chapters have set out a number of issues where views from passengers, the public and interested organisations will help us to develop the specifications for the Northern and TPE franchises.
- 7.2** This chapter sets out those areas of the franchise on which views are not being sought (for example because they are fixed areas of policy common to all franchises), but which may be of interest. The proposals are a mixture of improvements for passengers, areas where the new franchisees should be held to account on an ongoing basis and improvements to railway industry practice.

Rolling stock

Northern rolling stock

- 7.3** The new franchise provides the opportunity for extensive change to the trains themselves (the 'rolling stock'). Electrification will enable bidders to offer benefits through improved rolling stock such as:
- More capacity
 - Better passenger environment
 - Lower operating costs
 - Faster journeys
- 7.4** We expect that the ITT will specify that, where electric operation of services is enabled by the electrification programmes, these services should primarily be operated by electric trains.
- 7.5** A change in the mix of diesel and electric traction in the Northern fleet will also make possible a fundamental review of train maintenance arrangements. As with train services, Network Rail is leading an industry process to identify possible approaches, but this is an area where bidders will be expected to determine their own strategy.

- 7.6** Furthermore, as set in Chapter 2, most of the existing Northern fleet is currently non-compliant with the new European standard for accessible trains. Proposals on how these requirements should be accommodated by the future Northern fleet will form an essential and important element of bids. Such proposals will need to consider how the requirements fit with the desirability of wider improvements in rolling stock for the Northern franchise.
- 7.7** In particular, bidders will be required to include plans, either in their core proposition or as an option, which would enable the withdrawal of all Pacer units from Northern services.

TPE rolling stock

- 7.8** Current TPE rolling stock is relatively new and of good quality. The main issues are capacity and the availability of sufficient diesel rolling stock in the short term.
- 7.9** Following North West and North TransPennine electrification we expect that the ITT will specify that bidders should use primarily electric rolling stock on electrified routes. Apart from this general provision, we do not expect it to specify rolling stock. Bidders will be expected to propose high quality and high performing rolling stock suitable to serve the mix of passengers and journey distances on TPE with capacity to accommodate expected growth in passenger numbers.

Rolling stock procurement

- 7.10** Rail North has commissioned work to advise on alternative procurement and financing mechanisms for rolling stock for both franchises, focusing on identifying options which may enable new and/or refurbished rolling stock to be provided at lower cost than under current arrangements.

Smart and integrated ticketing

- 7.11** The Department for Transport remains committed to introducing smart ticketing across the rail network. It wants the whole experience of travelling by rail to be modern, seamless and easy, starting with buying a ticket to travel.
- 7.12** The Department for Transport's plans for delivering smart ticketing on rail were set out in last year's 'Rail Fares and Ticketing: Next Steps'.²⁵ In line with these plans, it is Rail

²⁵ <https://www.gov.uk/government/consultations/rail-fares-and-ticketing-review>

Executive's intention to seek the commitment of the Northern and TPE franchisees to work in partnership with the Department for Transport, Rail North and local authorities in developing affordable and deliverable smart ticketing initiatives. The Department for Transport is not proposing to require the delivery of standalone, independent franchise-wide smart ticketing schemes.

- 7.13** Where specific arrangements for smartcard acceptance by station gate lines are already in place (for example at Leeds and Bradford) or are committed (for example at Huddersfield), the franchises will be expected to continue to accept these and bidders should be clear as to how they will achieve this.
- 7.14** Where local authorities are already developing multi-operator, multi-modal smart ticketing-enabled products across their conurbations, the franchises should be prepared to cooperate with these initiatives to maximise the opportunities for seamless integrated door to door journeys for the benefit of passengers in line with Departmental objectives.

Service quality

- 7.15** Delivering excellence in service quality is a key element of Rail Executive's and Rail North's approach to the new franchises. We expect that improved quality will be offered to customers as a result of:
- the commercial incentives provided to the franchisees;
 - the bid evaluation process which will give additional credit for commitments to improve quality; and
 - requirements which will be defined as part of the specification and set out in the ITT.
- 7.16** The ITT service quality requirements are being developed in collaboration with Passenger Focus. At this stage we anticipate that the specification for the two franchises will include the following:

Targets

We may specify one or more targets for passenger satisfaction with the facilities and services provided by the franchisee, including at stations. This will be likely to include indicators drawn from the regular National Rail Passenger Survey conducted by Passenger Focus.

Customer Experience and Communities Strategy

Bidders are likely to be requested to set out how they intend to improve the customer experience. They may also be asked to develop a strategy for community engagement focussed on creating and improving links between the community, businesses and the railway. This could build on and develop the community rail approach already active in many parts of the franchise.

Customer and Communities Fund

We are is considering whether the ITT should require bidders to set aside a defined amount to fund schemes that are developed by the franchisee during the franchise in response to customer and community engagement and which are in line with the Department for Transport's (now Rail Executive's) approved Route Prospectuses for designated community rail lines. Such schemes are either non-commercial or will not generate a commercial return within the remainder of the term. Proposals to spend from this fund would need to meet criteria set out in the Franchise Agreement.

Passenger Charter

Bidders will be required to commit to a Passenger Charter, including a Delay Repay compensation scheme in line with European Regulation 1371/2007 on rail passengers' rights and obligations.

Customer Report

Each of the franchisees may be required to produce a regular report, setting out its commitments to customers, its targets and performance against these targets. Bidders may also be required to offer improved ways for passengers to report quality problems and receive specific feedback on how they have been tackled.

Stations

- 7.17** TPE stations currently have good levels of overall passenger satisfaction and we would expect the new franchisee to maintain and build upon these results.
- 7.18** Where it is an issue on Northern, the new franchisees will be required to address low levels of passenger satisfaction with station facilities.

- 7.19** We are looking for both franchisees to consider the development opportunities offered by stations across the network, working with partners to make stations destinations in their own right and ensure they are well-integrated with local communities. We are also looking to improve the efficiency and effectiveness of station maintenance, renewal and station operations.
- 7.20** Note that question COM1 in Chapter 3 offers the opportunity for respondents to present proposals for innovative management and development of station assets.
- 7.21** Rail North is seeking a consistent approach to the assessment and improvement of station facilities, and has developed a minimum standard for stations in the North of England that will be made available to bidders.
- 7.22** Rail North is also considering approaches to station asset management, to ensure a consistent standard of assessment and renewal.

Capacity and crowding

- 7.23** Providing passengers with sufficient space to sit and stand is a key driver of passenger satisfaction and passenger demand; crowding is currently a major issue for TPE and Northern passengers.
- 7.24** We expect the ITT will require bidders for the franchises to submit, and deliver, plans which will reduce crowding on peak services into the major centres. We believe it is reasonable for passengers to expect to get a seat for journeys of more than 20 minutes, and to have sufficient space even if they are standing for shorter journeys.
- 7.25** We will encourage bidders for both franchises to develop proposals that provide capacity where it is needed most and to mitigate crowding. The ITT will require bidders to give due regard to accommodating growth in demand and to exploit any other opportunities to deliver additional capacity including that which might be enabled by infrastructure improvements.
- 7.26** We are considering potential approaches to ensuring that planned train capacity is delivered on a daily basis. This may include incentivising the new franchisees not to temporarily reduce the number of carriages on a service (known as short forming), which can cause overcrowding.

Performance and reliability

- 7.27** During the course of the franchise a number of initiatives are expected to provide the opportunity to achieve a significant improvement in the performance and reliability of TPE and Northern services, notably the Northern Hub and electrification works. However in the short term, while the engineering works are carried out, these will provide challenges to operational performance.
- 7.28** In addition to capacity and crowding, we are considering a performance regime which covers delays and cancellations. Under this regime, the franchisee could receive bonuses for outperforming against its targets and make payments to improve performance if underperforming.
- 7.29** Performance targets will be set on the basis of advice from the Office of Rail Regulation on regulatory performance targets for the period until 31 March 2019.

Innovation

- 7.30** Increasing customer expectations and new technical developments pose ongoing commercial challenges for train operators. In order to encourage and support the development and trial of new ideas during the life of the franchises, Rail Executive is engaged in work with the Rail Enabling Innovation Team²⁶ and the Transport Systems Catapult²⁷. The aim is to prove that innovative concepts work out on the railway, which then makes the case for further business-led investment. The following proposals have been confirmed:
- A three year pilot of an Innovation Fund to support the research and development of innovations that are demonstrably to the benefit of the wider railway and society or would not normally be commercially viable for franchisees to deliver within the two franchises; and
 - Seeking plans from bidders in their submissions to embed and deliver innovation through pilots, demonstrators and research.

²⁶ The Enabling Innovation Team was set up by the rail industry in 2012 to accelerate the uptake of innovation. More information is available at: <http://www.future railway.org/eit/Pages/About.aspx>

²⁷ The Transport Systems Catapult is a centre for the development of innovation and technology in transport systems. More information is available at: <https://ts.catapult.org.uk/>

Sustainability

7.31 The sustainable development of rail is a key focus for us. We strongly support the Rail Industry Sustainable Development Principles²⁸ and wish to see them embedded in the Northern and TPE franchises. In addition to finding ways of helping passengers with their onward journeys (see the Door to Door section of Chapter 3), bidders are likely to be asked to set out how they will deal with some or all of the following issues:

Environmental impact

- A focus on waste avoidance, reduction and increasing the proportion of waste sent for recycling
- Improved energy and carbon management performance, with respect to both traction energy and non-traction energy
- Increased focus on reducing water and resource consumption
- Adoption of sustainable procurement policies and practices

Socio-economic impact

- Demonstrable support for economic growth
- Engagement and empowerment of local communities, involving them in decisions which affect their lives

Workforce development

- Supporting equality, diversity, health and wellbeing of the workforce
- Developing skills so that rail has the right people with the right skills for the long term

Health, safety and security

7.32 We intend that the new franchisees should have a proactive, positive, open and inclusive health and safety culture, in order that staff members feel they have an important part to play in achieving the highest levels of health and safety for customers, staff and suppliers.

7.33 Passenger Focus research identifies personal security as an important factor for passengers. The new franchises provide an opportunity for bidders to develop plans to improve

²⁸ Developed by the industry in 2009 and included in the 2012 High Level Output Specification. See: <http://www.rspb.co.uk/Library/improving-industry-performance/2009-report-rail-industry-sustainable-development-principles.pdf>

passengers' perception of health and security on trains and at stations. This could include, and may go beyond, security enhancements such as extensions to CCTV coverage, lighting improvements and closer working with the British Transport Police. It could also extend to the appropriate deployment of staff on trains and stations (and elsewhere).

Equality Act 2010

7.34 In the consideration of options and in specifying the new Northern and TPE franchises, we are considering the views of stakeholders, including those representing disabled passengers' needs, as well as the public sector equality duty under the Equality Act 2010:

- To eliminate unlawful discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- To advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it.
- To foster good relations between people who share a relevant protected characteristic and those who do not share it.

7.35 A screening level assessment of the impact this franchise consultation will have on the promotion of equality has been conducted. Details of the screening level assessment can be obtained on request.

Social Value

7.36 In line with the Public Contracts (Social Value) Act 2012, we are considering:

- how the options under consideration for TPE and Northern might improve the economic, social and environmental wellbeing of the north of England; and
- how, in conducting the process of procurement, Rail Executive will act with a view to securing that improvement.

What will happen next?

A summary of responses, including the next steps, will be published alongside the ITT at:

<https://www.gov.uk/government/organisations/department-for-transport>

Paper copies will be available on request.

If you have questions about this consultation please contact:

Northern TPE Consultation Co-ordinator
4/15 Great Minster House
33 Horseferry Road
London
SW1P 4DR

0300 330 3000 (switchboard)

NorthernTPEconsultation2014@dft.gsi.gov.uk

Annex A: Full list of consultation questions

TO1: What are your views on increasing below-average fares over time to levels typical on the rest of the network in order to improve the frequency, capacity and quality of local services? Do you have any evidence to support your views?

TO2: What are your views on giving priority to improving the quality of the Northern rolling stock at the expense of some reduction in lightly used services (e.g. fewer calls at low-use stations)? Do you have any evidence to support your views?

TO3: What are your views on allowing some reduction in the hours ticket offices are open and staffed if this is accompanied by the ability for passengers to have widespread access to ticket buying opportunities (e.g. through new and improved approaches such as smart ticketing, increased advance purchase ticketing or via mobile phones), adequate measures to ensure vulnerable passengers are not disadvantaged and more effective customer service by both station and on-train staff? Do you have any evidence to support your views?

COM1: How can local communities, local businesses and other organisations be further stimulated to play an active part in the running of Northern and TPE rail services, including at stations?

COM2: What opportunities are there for Community Rail Partnerships to expand their role and range of activities?

TPF1: Are you aware of any proposals for third-party funded changes not already indicated? Please provide details.

FID1: What factors may impact on demand for travel on the new Northern and TPE franchises? Please provide evidence.

DTD1: What are your proposals for providing passengers better and safer access to different modes of transport at stations (including bus, tram, cycling and walking?)

DTD2: How do you suggest your proposals to improve the door-to-door journey experience might be funded?

TPE1: What are your views on the degree of flexibility proposed for the train service specification for the new TPE franchise? Do you have any evidence to support your views?

TPE2: Where, if anywhere, would you like to see any changes to first and last trains on the TPE network and why? Do you have any evidence to support this?

TPE3: Where, if anywhere, would you like to see any changes to weekend trains on the TPE network and why? Do you have any evidence to support this?

NTP1: What factors do you consider should be taken into account in the assessment of the North TransPennine route options, in particular in the balance of crowding, frequency, journey time and connectivity benefits? What evidence do you have in relation to any of these options?

NTP2: Are there other options for any additional North TransPennine services that you would put forward for consideration? What evidence do you have in relation to any of these options?

NTP3: Do you consider that the ITT should specify which services should terminate at Liverpool or Manchester Airport on the North TransPennine route, or should the choice of destination be left to bidders' commercial decisions, and what are your reasons? What evidence do you have in relation to any of these options?

NTP4: What factors do you consider should be taken into account in the assessment of the options for Hull, Middlesbrough and Scarborough services? What evidence do you have in relation to any of these options?

NTP5: Are there other options for Hull, Middlesbrough or Scarborough services that you would put forward for consideration? What evidence do you have in relation to any of these options?

NTP6: What factors do you consider should be taken into account in the assessment of whether or not to reduce calls at Stalybridge and Garforth? What evidence do you have in relation to this?

STP1: What factors do you consider should be taken into account in the assessment of the option to specify one additional train per hour on the South TransPennine route, in particular in the balance of crowding, frequency, journey time and connectivity benefits? Please provide any evidence you may have.

STP2: What factors do you consider should be taken into account in the assessment of the remapping and South Humberside connectivity options? Please provide any evidence you may have.

STP3: In particular, what factors do you think should be taken into account in considering the case for replacing TPE services between Doncaster and Cleethorpes with a service operated by Northern? Please provide any evidence you may have.

STP4: Are there other options that you would put forward for consideration? Please provide any evidence you may have.

STP5: If the ITT were to specify a third South TransPennine service via Stockport, or remapping of the EMT service to TPE, do you consider that it should specify which of these services should terminate at Manchester Airport or Liverpool or should this be left to bidders' commercial decisions, and what are your reasons? Please provide any evidence you may have.

NW1: What factors do you consider should be taken into account in the assessment of the North West remapping options for Blackpool North, Windermere and Barrow-in-Furness services? What evidence do you have in relation to any of these options?

NW2: What factors do you consider should be taken into account in the assessment of the Barrow and Windermere connectivity options? What evidence do you have in relation to any of these options?

NW3: What factors do you consider should be taken into account in the assessment of the options for Anglo-Scottish services? What evidence do you have in relation to any of these options?

NTSR1: Please indicate, with evidence where available, where passengers would be better served, and revenue increased, by:

- Reducing the number of calls at low-use stations?
- Increasing frequencies on busier sections of routes or at busier times?
- Speeding-up the service for longer-distance passengers?
- Improving connections with other services where there is evident demand?
- Adjusting train services to meet seasonal changes in demand?
- Adjusting the time of the first/last train?

NTSR2: Please set out, with evidence where available, any other approaches that might improve route utilisation and make better use of existing resources on the Northern franchise.

NTSR3: Please indicate, with evidence where available, where services should be improved on weekends, resources permitting.

NTSR4: Please indicate, with evidence where available, where weekend services provide poor value for the subsidy required to operate them.

NTSR5: What are your views on retaining the route from Cleethorpes and Grimsby to Barton-on-Humber within the Northern franchise? What evidence do you have to support your views?

OTH1: Do you have any other views on the future of the Northern and TPE franchises that you would like to set out?

Annex B: Consultation principles

The consultation is being conducted in line with the Government's key consultation principles which are listed below. Further information is available at <https://www.gov.uk/government/publications/consultation-principles-guidance>

If you have any comments about the consultation process please contact:

Consultation Co-ordinator
Department for Transport
Zone 1/29 Great Minster House
London SW1P 4DR
Email consultation@dft.gsi.gov.uk

Annex C: Community Rail

C.1 The following routes have designated services and lines run by community rail partnerships:

Table 7.1 Community Rail		
Route	Designated service (Designated Line)	Community Rail Partnership
Barton Line	Barton on Humber to Cleethorpes (Designated Line: Barton on Humber to Ulceby North Junction)	Yorkshire Coast Community Rail Partnership
Bentham Line	Leeds to Morecambe	Leeds Lancaster Morecambe Community Rail Partnership
Bishop Line	Darlington to Bishop Auckland	Bishop Line Community Rail Partnership
Buxton Line	Buxton to Manchester via Whaley Bridge	High Peak & Hope Valley Community Rail Partnership
Clitheroe Line	Manchester to Clitheroe	Clitheroe Line Community Rail Partnership
Cumbrian Coast	Carlisle to Barrow-in-Furness	Cumbrian Coast Community Rail Partnership
East Lancashire Line	Preston to Colne (Designated Line: Preston to Colne)	East Lancashire Community Rail Partnership
Esk Valley	Middlesbrough to Whitby (Designated Line: Middlesbrough to Whitby)	Esk Valley Railway Development Company
Furness Line	Lancaster to Barrow	Furness Line Community Rail Partnership
Glossop Line	Glossop/Hadfield to Manchester	High Peak & Hope Valley Community Rail Partnership
Lakes Line	Oxenholme to Windermere	Lakes Line Community Rail Partnership
Mid-Cheshire Line	Chester to Manchester via Northwich	Mid-Cheshire Community Rail Partnership

Penistone Line	Huddersfield to Barnsley (Designated Line: Huddersfield to Barnsley)	Penistone Line Partnership
Preston-Ormskirk	Preston to Ormskirk (Designated Line: Preston to Ormskirk)	West of Lancashire Community Rail Partnership
South Fylde Line	Preston-Blackpool South (Designated Line: Kirkham and Wesham-Blackpool South)	South Fylde Community Rail Partnership

C.2 Members of the Association of Community Rail Partnerships (ACoRP) are also active on other routes operated by Northern including:

- Hull – Scarborough (Humber Region Rail Development Company Ltd)
- Leeds – Settle – Carlisle (Settle-Carlisle Railway Development Company)
- Manchester – Sheffield (Hope Valley & High Peak Transport Partnership)
- Newcastle – Carlisle (Tyne Valley Community Rail Partnership)
- Wigan – Southport (West of Lancashire Community Rail Partnership)

Annex D: Other stations

Table D.1 Other stations

Station	Operator
Chester	Arriva Trains Wales
Frodsham	
Helsby	
Runcorn East	
Darlington	East Coast
Doncaster	
Durham	
Newcastle	
Retford	
Wakefield Westgate	
York	East Midlands Trains
Alfreton	
Chesterfield	
Derby	
Gainsborough Lea Road	
Kidsgrove	
Langley Mill	
Lincoln Central	
Longport	
Nottingham	
Saxilby	
Sheffield	
Carstairs	First ScotRail

Haymarket	MerseyRail
Lockerbie	
Motherwell	
Ellesmere Port	
Hunt's Cross	
Kirkby (Merseyside)	
Liverpool South Parkway	
Ormskirk	
Southport	
Edinburgh	Network Rail
Glasgow Central	
Leeds	
Liverpool Lime Street	
Manchester Piccadilly	
Horwich Parkway	Transport for Greater Manchester
Carlisle	Virgin Trains (West Coast)
Crewe	
Lancaster	
Macclesfield	
Oxenholme Lake District	
Penrith	
Preston	
Runcorn	
Stockport	
Stoke-On-Trent	
Warrington Bank Quay	
Wigan North Western	

Annex E: Franchise letting timetable

Table E.1 Franchise letting timetable

Stage	Description	Date
Pre-qualification	Issue of OJEU and Pre-Qualification Questionnaire (PQQ) Pack	May/June 2014
	Return of PQQ	July 2014
	Confirm Bidder shortlist	August 2014
Bid Preparation and Negotiation of Bids	ITT pack issued to Bidders	December 2014
	Receipt of ITT submissions	April 2015
	Announcement of winning Bidder	October 2015
Mobilisation	Contract Start	February 2016

Originator: David Hoggarth
Director, Development



ITEM 6

Report to: Transport Committee

Date: 11 July 2014

Subject: Rail North Governance

1. Purpose

- 1.1. To provide the Transport Committee with an update on the plans for the devolution of rail services in the North of England and outline the proposed governance arrangements to establish Rail North together with a new partnership with the Department for Transport (DfT).

2. Background

- 2.1. Rail services in West Yorkshire and York play a key role in supporting economic growth. Over the last 15 years or so, local rail patronage has more than doubled, reflecting economic growth and enabling people to access employment in the main centres as the structure of the economy has changed over time. However, investment (for example in rolling stock and train capacity) has not kept pace with the growth leading to problems with overcrowding and quality of journeys. Whilst significant investment has been made locally (for example in new stations or the innovative 'Yorkshire 6' deal for extra train carriages) it has often been difficult to deliver and not always joined up with industry investment plans.
- 2.2. The City Deal (agreed in 2012) included the devolution of responsibility for rail services from the Department for Transport in recognition of the importance of rail transport to the economic growth of the north. The Strategic Economic Plan also included rail devolution as one of the 'asks' from government.
- 2.3. A report to the West Yorkshire Combined Authority (WYCA) on 29 May 2014 provided an update on the proposed Rail North partnership and governance arrangements. It is proposed to take a report to the July meeting of WYCA seeking approval to enter into the governance arrangements for Rail North.

3. Proposed Governance Arrangements

- 3.1. The work of Rail North is currently overseen by the Leaders of the 30 Local Transport Authorities involved.
- 3.2. An outline governance structure for Rail North to manage the new franchises has now been developed. The proposed governance structure has the following key features:
 - An Association of Local Transport Authorities known as the Association of Rail North Partner Authorities (ARNPA), with a member from each of the of 30 LTAs in the North, and governed by a Leaders' committee;
 - Rail North Limited (RNL), a Special Purpose Vehicle (SPV) being a company limited by guarantee, whose Directors are appointed by geographical sub-groups determined by ARNPL; and
 - A Joint Venture (JV) body or partnership established under arrangements between Department for Transport (DfT) and Rail North Limited.
- 3.3. Further details are provided in Appendix 1. It should be noted that WYCA and City of York Council working together would be one of the proposed sub-groups able to appoint a director.
- 3.4. Each LTA is being asked to enter into these arrangements after which they can nominate one person as their representative on ALTA. Its main purposes would be to develop, revise and oversee the implementation of the Long Term Rail Strategy, establish sub-groups to appoint members to Rail North Ltd and act as shareholders to that company.
- 3.5. It is proposed that Rail North Limited will subsequently enter into a partnership with the DfT to manage the new Northern and TransPennine Express franchises. It is planned that the Partnership will draw existing staff from the LTAs and the DfT. The details of the partnership are currently under development.

4. Financial

- 4.1 There will be a small cost involved with the establishment and running of the association and Rail North Limited. It is envisaged that this cost will be shared between the members.

5. Legal Implications

- 5.1 The proposed governance arrangements involve WYCA entering into various legal arrangements, namely:
 - Becoming a member of ARNPA
 - Becoming a member of Rail North Ltd (RNL)
 - Entering into a RNL Members' Agreement

6. Staffing Implications

- 6.1 None as a result of this report. There may be staffing implications if Rail North Ltd enters into a partnership with the DfT. A further report will be provided once the partnership proposal has been finalised.

7. Consultees

- 7.1 The Head of Paid Service for WYCA and Chief Executives of West Yorkshire and York have been consulted.

8. Recommendations

- 8.1. That the Transport Committee notes the proposed governance arrangements for Rail North.
- 8.2. That the Transport Committee recommends to WYCA entering into the proposed governance arrangements.

9. Background Documents

- Report to WYCA, 29 May 2014, Rail North Partnership

Appendix 1 – Proposed Rail North Governance Arrangements

1. THE LEADERS' COMMITTEE (“LC”)

Establishment

The LTAs covered by the Northern and TPE franchises would establish a local authority association formed under section 143 of the LGA 1972 (“LGA 1972”). It is expected that all relevant LTAs (currently 33) would be party to these arrangements. The association (provisionally known as the Association of Rail North Partner Authorities) would be governed by a Leaders’ Committee (LC).

Each LTA¹ would appoint one elected member to the LC. This member would normally be its Leader/ Mayor/ Chair or its Lead Member for Transport.

The LC would elect a Chair and one or more Vice-Chairs.

Voting Arrangements

It is expected that most major decisions would be reached by consensus. However, where votes are taken, a system of weighted voting would apply based on metrics relating to rail usage on Northern and TPE services to and from each LTA’s area. The rationale for this is that it reflects the respective stake of each LTA area in the franchising. The apportionment of votes would be revised from time to time to reflect changes in rail usage.²

Frequency of Meeting and Urgency

The LC would meet twice a year, although there would be provision for additional meetings to be called if demanded by a specified (significant) number of member LTAs.

Functions

The Association through the LC would have the following functions:-

- to promote and improve rail services in the Rail North area
- to campaign for devolution of responsibility for the Northern and TPE franchises
- to develop and approve, and oversee the implementation of, a long-term Rail Strategy.
- to establish regional sub-groups as provided for below, whose functions would include the appointment of representatives on the RNL Board
- to provide political leadership and oversight of RNL

Sub Groups

The LC will establish a number of geographical sub-groups of LTAs, whose composition will be decided by the LC and whose function would be to appoint a person to serve as a

¹ Whilst City of York Council remains a separate Local Transport Authority, it would be eligible to appoint an elected member to the Leaders’ Committee. Options for York to exercise this right through WYCA will be explored.

² Provisional voting shares indicate that West Yorkshire and York together would have a 26.6% share of the voting rights, the highest share of any individual LTA or sub-area. The provisional share is being updated to reflect latest data and further details will be available for the WYCA meeting.

director of the Board of RNL. In determining the composition of the sub-groups, account will be taken of factors such as:

- local Authority, LEP and LTB linkages
- the geography of the rail network
- the need to ensure inclusivity and representation across the North.

The shadow LC has agreed initially to establish the following eleven sub-groups:

- GMCA
- West Yorkshire (plus York)
- South Yorkshire
- Merseyside (including Halton)
- North East (Tyne and Wear, Durham and Northumberland)
- Lancashire and Cumbria (including Blackpool and Blackburn with Darwen)
- Tees Valley (Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees)
- North Yorkshire
- Humberside (East Riding, Hull, North Lincs, North East Lincs)
- Cheshire and the Potteries (Cheshire East, Chester West and Chester, Warrington, Stoke, Staffordshire)
- East Midlands (Derby, Derbyshire, Nottingham, Nottinghamshire, and Lincolnshire)]

It is expected that decisions on appointments by geographical sub-groups would be reached by consensus. However where votes are taken the same system of weighted voting would apply as on the Leaders' Committee.

Administrative Support and Funding

The LC will appoint the Chief Executive of one of the LTAs as Secretary to be responsible for providing administrative support.

The minimal costs of the joint body will be apportioned between the partner LTAs as agreed by them probably on the basis of voting rights.

2. THE SPECIAL PURPOSE VEHICLE (SPV) – RAIL NORTH LTD

Establishment

The members of the Association will establish the SPV as a company limited by guarantee called Rail North Ltd (RNL). The SPV would be established pursuant to the well-being power under sections 99 and 102A of the Local Transport Act 2008 and the functional power of competence under sections 11 and 13 of the Localism Act 2011 in the case of CAs / ITAs and the general power of competence under section 1 of the Localism Act in the case of county and unitary councils.

The key decision-making bodies within the SPV would be the members of the company and the board of directors.

Board of Directors

Each of the regional sub-groups established by the Leaders' Committee pursuant to paragraph 2.7 would appoint one elected member to the Board of RNL.

Voting on the board would be on the basis of one director, one vote although it is expected that most decisions would be taken by consensus. However, given the substantial variations in the proportions of rail usage between the various sub-groups approval of certain key matters would be reserved to the members of the company.

The Board would be supported in managing RNL by a dedicated Executive Team of officers of the Rail North partner authorities and the PTEs.

Members of RNL and Reserved Matters

All the members of the Association are eligible to become members of RNL.

The voting entitlement of each member would be based on the voting power of each member based on rail usage as set out in the Appendix.

Funding

Members would make an annual payment to cover the running costs of the Company to be apportioned in accordance with voting rights. Prior the commencement of the franchises, this is likely to be a relatively nominal amount. Arrangements may need to be reviewed when the level of risk/expenditure to be borne by RNL under the partnership arrangement with DFT is established. However, in these circumstances, LTAs would have the opportunity to withdraw before the franchise agreements are signed and if unwilling to accept risk or make increased payments.

The articles of the company would provide that certain important strategic decisions would require the approval of members of the company collectively holding 75% of the voting rights.

The reserved matters would include:-

- any change to the articles of the company
- any partnership / shareholders' agreement between RNL and the DFT
- approval of RNL's annual and medium-term business plan
- expenditure above certain limits
- borrowing and the giving of financial guarantees

Functions of RNL

The principal initial functions of RNL will include:-

- To oversee local authority input into the design of the franchises including the specification and commercial arrangements.
- To develop proposals with DFT for a single integrated partnership / joint venture structure to assume responsibility for managing the franchises

3. DFT/RAIL NORTH PARTNERSHIP

Rail North officers are engaging with DFT officials and lawyers in relation to the governance arrangements for the DFT/RNL partnership. A paper with proposals will be brought forward for consultation in due course.

Originator: James Nutter
Rail Manager



ITEM 7

Report to: Transport Committee

Date: 11 July 2014

Subject: Petition - Pontefract Rail Services

1. Purpose

- 1.1. To inform the Committee of a petition received in relation to a campaign for improved rail services for Pontefract, Knottingley, Featherstone and Streethouse, and the proposed response.

2. Information

- 2.1 West Yorkshire's Railplan 7 and its Yorkshire Rail Network Study evidence base highlight the need and the economic case for all of West Yorkshire's stations to have a minimum half hourly rail service to Leeds to support wider economic objectives.
- 2.2 The hourly frequency of rail services between Knottingley, Pontefract and Leeds is a key gap in rail service provision in West Yorkshire. Furthermore, the lack of a direct rail service between Leeds and Featherstone/Streethouse is a further key gap. Rolling stock quality and peak capacity is also a concern.
- 2.3 A petition has been received by the Authority with over 300 signatures supporting a campaign for improved rail services on the line. The petition seeks improved rail services to enable people to better access work, education and leisure opportunities in Leeds and beyond, as well as to facilitate better inbound visitor access to the area.
- 2.4 The Authority has been undertaking detailed business case work to address this matter, in preparation for the re-franchising process for the next Northern Rail franchise. This work has been supplied to Rail North and the Department for Transport as part of the drafting process of the Invitation to Tender for the next franchise.
- 2.5 The outcome of the re-franchising process will not be known until autumn 2015, however there will be an indication of whether or not an improved service on this

line could be likely in December 2014, when the Department for Transport issues the Invitation to Tender.

- 2.6 It is proposed that the key messages of the petition are incorporated into the West Yorkshire Combined Authority response to the Northern and Trans-Pennine Express franchise consultation, and that the Petitioners be thanked.

3. Financial Implications

- 3.1. There are no financial implications as a result of this report.

4. Legal Implications

- 4.1. There are no legal implications as a result of this report.

5. Staffing Implications

- 5.1. There are no staffing implications as a result of this report.

6. Consultees

- 6.1. Adrian Lythgo (Head of Paid Service and Chief Executive with lead responsibility for transport) and John Henkel (WYCA Acting Director of Transport) have provided advice in the preparation of this report.

7. Recommendations

- 7.1. That the petitioners be thanked.
- 7.2. That the key messages of the petition are incorporated into the West Yorkshire Combined Authority response to the Northern and Trans-Pennine Express franchise consultation

8. Background Documents

- Railplan 7
- Yorkshire Rail Network Study

ITEM 8

Report to: Transport Committee

Date: 11 July 2014

Subject: Local Transport Plan Approvals

1. Purpose

1.1. To seek funding approval for previously approved programmes and schemes and new opportunities for utilising external funding:

- Local Transport Plan Integrated Transport, Highway Maintenance, Cycle City Ambition Grant and West Yorkshire 'plus' Transport Fund for Quarter 2 2014/15;
- Transport Hubs Implementation Plan 2 Programme;
- Huddersfield Rail Station Gates; and

1.2. The report also includes an update on land acquisition for the proposed Low Moor Rail Station.

2. Information

Quarterly Payments

Integrated Transport Block Funding

2.1. The ITA approved the LTP3 second Implementation Plan 2014-2017 (Interim IP2) at their January 2014 meeting. It was recognised that a review of the plan would be required once the outcome of the Strategic Economic Plan (SEP) bid is known in July 2014. In the meantime work is underway to progress the delivery of the Interim IP2.

2.2. The practical delivery of the interventions identified in IP2 will be shared between the Combined Authority and District Councils. Continuing the arrangements from IP1, the Integrated Transport (IT) Block element of the LTP funding will be distributed by the Combined Authority between the LTP Partners based on the value of the Implementation Plan each partner is responsible for delivering (less any overprogramming). The payments include any LTP IT Block funding carried over from IP1 2013/14. The payments in quarters 3 and 4 will be subject to a review of

the progress partners are making with delivering their elements of the implementation plan.

- 2.3. The IP2 programme will be managed at a portfolio and programme area level to ensure expenditure is within the overall budget with quarterly performance management reviews presented to the Combined Authority Transport Committee.
- 2.4. The Transport Committee approved Quarter 1 payments in April 2014 to district partners based on an estimated share of the IT Block funding based on the Interim Plan including IP1 carry over and the current IP2 programme agreed with District Council partners and approved by the ITA.
- 2.5. Further work has been undertaken since April to provide a more detailed programme for the IP2 delivery plan. This has resulted in the need to make a number of minor changes to the programme that will carry through to the Quarterly Payments. The changes are set out in Appendix 1 and are reflected in the revised Quarterly Payments shown in Table 1 under paragraph 3.2.

Highways Maintenance Block Funding

- 2.6. The Highway Maintenance (HM) Block funding will be distributed between the District Councils as per DfT's formulaic allocation. The share of the HM Block funding each LTP Partner will receive is set out in Appendix 2.
- 2.7. Payment of this Highway Maintenance block funding to District Councils is to be made quarterly following the receipt of funds by the Combined Authority from DfT. District Councils will receive 100% of their overall share of the quarterly payment as determined by the DfT's formulaic allocation.
- 2.8. Kirklees Council received a £1m advance from the Integrated Transport Block in 2013/14 to support an accelerated programme of highway maintenance works in 2013/14 in preparation for the Tour de France. It was agreed at the time that this funding would be paid back to the IT Block from Kirklees' 2014/15 Highway Maintenance Block allocation. The Kirklees HM Block quarterly payments for 2014/15 have been adjusted accordingly.

Cycle City Ambition Grant

- 2.9. It has been agreed by the partners that the Cycle City Ambition Grant (CCAG) funding be managed in accordance with the principles established for LTP funding. Funding will be allocated to partners in accordance with the forecast spend at the beginning of each quarter.
- 2.10. The funding to be allocated in quarter 2 of 2014/15, as agreed with the partners involved is set out in Appendix 3.

West Yorkshire Plus Transport Fund

- 2.11. The West Yorkshire Combined Authority has approved an additional budget of £4.587m of capital funding to enable further development of the 'early win' West Yorkshire plus Transport Fund (WY+YTF) schemes and an advance to support the delivery of the Pontefract Northern Relief Road. This approval takes the total value of the approved budget for the WY+TF to £7.287m.
- 2.12. Consultation has been undertaken with WY+TF Partners to review the interim requirements for funding during Quarter 1 and Quarter 2 of 2014/15 (i.e. prior to understanding the implications of the outcome of the SEP bid) and this has informed the development of an Interim Budget. The budget takes into account the carry forward of any unspent budget from 2013/14 and makes provision for estimated costs to be incurred between 1 April 2014 to 30 September 2014 to progress mandated West Yorkshire schemes. The proposed payments are detailed in Appendix 4 and summarised in Table 1.
- 2.13. York has set aside an equivalent proportional contribution to fund the continued development of their WY+TF projects.
- 2.14. Following the publication of the outcome of the SEP and on-going City Deal negotiations with Government there will be a need to review the budget requirements for the WY+TF. This may require the allocation of further resources to prepare for delivery in 2015/16 including the continued development of existing early win projects.

Expenditure Approvals

Transport Hubs IP2 Programme

- 2.15. The West Yorkshire Local Transport Plan sets out an approach to seamless travel through Strategic Proposal 14, to 'improve interchange and integration, including the development of transport hubs'.
- 2.16. An initial Phase 1 Hubs Programme, comprising six pilot locations (ShIPLEY, Todmorden, Holmfirth, Morley, Wakefield Kirkgate and Wakefield Westgate) was included in the IP1 capital programme and is now nearing completion.
- 2.17. Provision has been made in the interim Implementation Plan 2 (IP2) to continue the delivery of the Hubs programme.
- 2.18. A Phase 2 programme has been developed in consultation with the LTP Partners. 15 locations have been identified in IP2 (5 locations each year) plus 15 reserve locations to be brought forward should problems be experienced with delivering any of the programmed sites, or should any additional capital funding become available to the Hubs Programme during IP2. A list of the locations included in the programme is attached as Appendix 5.

- 2.19. Informed by experience gained and lessons learned from the IP1 Programme, the IP2 programme has been structured as follows:
- Light touch ('Hubs Lite') treatment at the majority of programmed sites. Deliverables limited to provision of;
 - Hub Totem
 - Enhanced information, including real time (NB: option for multi-stand bus/rail display screens is subject to evaluation of revenue costs and technology implications)
 - Improved wayfinder on-street signage
 - More comprehensive treatment ('Hubs Makeover') at a limited number of locations to address site specific requirements to complement existing local initiatives already in development:
 - Elland
 - Normanton
 - Morley Town Centre
- 2.20. Subject to outcomes of the SEP bid and deliverability of other components, South Elmsall may also be considered for more comprehensive treatment to enable current issues at the Bus Station to be addressed.
- 2.21. The Transport Committee (13 June 2014) has previously approved £300,000 of expenditure to deliver a new Hub at Heckmondwike.
- 2.22. Approval is sought for new expenditure of £0.95m, funded through the LTP to deliver the Transport Hubs IP2 Programme as set out in paragraph 2.19. This takes the total value of the Transport Hub IP2 Programme to £1.25m.

Huddersfield Rail Station Gates

- 2.23. Good progress is being made with the roll-out of ITSO smartcard ticketing, with a new retail network launched and some 95% of buses able to accept smartcard ticketing products (known as Mcard products).
- 2.24. The gates at Leeds and Bradford Interchange railway stations have been adapted to accept MCard smartcard products. Plans have been agreed to ensure the gates provided as part of the Leeds station Southern Entrance project will be able to accept smartcard.
- 2.25. There are now one million smart transactions (bus boarding or passage through rail station gates) taking place each week
- 2.26. There have been discussions with the Department of Transport (DfT) and train operating companies regarding the smart enabling of gates at Huddersfield and Wakefield Westgate railway stations.

- 2.27. The cost of the upgrading gates at Huddersfield station is £220,135. The DfT have agreed funding of £155,135 towards this cost, with the balance to be met from the approved Better Bus Area Fund (BBAF) (£36,000) and Transpennine Express (£31,000).
- 2.28. Approval is sought for a contribution of £189,135, to be funded from the DfT Grant and BBAF, towards the ITSO smart enabling of Huddersfield Gates. The Grant would be paid to First Transpennine Express through a Grant Agreement (Section 56 of the Transport Act 1968).
- 2.29. Discussions regarding smart enabling Wakefield Westgate Gates are on-going with DfT and East Coast.

3. Financial implications

- 3.1. The financial implications are set out in Section 2 of the report.
- 3.2. Table 1 summarises the Quarter 1 payments to be made to the District Council partners.

Table 1 – Quarter 1 2014/15 Payments (£000s)

District	IT	Maintenance	CCAG	WY+TF	Total
Bradford	292	1,307	68	89	1,756
Calderdale	490	842	Nil	305	1,637
Kirklees	809	1,000	Nil	100	1,909
Leeds	1,332	1,714	186	1,092	4,324
Wakefield	423	745	Nil	2,525	3,693
Combined Authority	3,194	nil	286	712	4,192
Total	6,540	5,608	540	4,823	17,511

4. Legal Implications

- 4.1. The Transport Committee has delegated authority to monitor and deliver the LTP for the Authority.
- 4.2. Legal agreements will need to be drawn up with the district councils to enable installation of Totems on the public highway, and with rail industry partners for locations within railway station lease areas.
- 4.3. The Grant towards the ITSO smart enabling of Huddersfield Gates would be paid to Transpennine Express through a Grant Agreement which will be pursuant to Section 56 of the Transport Act 1968.
- 4.4. The additional Grant towards the Wakefield Kirkgate development would be paid to Groundwork through a Grant Agreement which will be pursuant to Section 56 of the Transport Act 1968.

5. Staffing Implications

5.1. None as a direct result of this report.

6. Consultees

6.1. Adrian Lythgo (Head of Paid Service and Chief Executive with lead responsibility for transport) and John Henkel (WYCA Acting Director of Transport) have provided advice in the preparation of this report.

7. Recommendations

7.1. That the Transport Committee approves the quarterly payments set out in Table 1.

7.2. That the Transport Committee approves the expenditure of £0.95m to fund the delivery of the IP2 Transport Hubs Programme as set out in 2.19, to be funded through the Local Transport Plan.

7.3. That the Transport Committee approves the expenditure £189,135 to fund the works to Huddersfield Rail Station Gates to be funded by DfT Grant (£153,135) and BBAF (£36,000).

8. Background Documents

- LTP Approvals, Transport Committee, 25 April 2014, Item 8
- LTP Programme, Transport Committee, 13 June 2014, Item 5
- LTP Implementation Plan 2014-17 and the development of the strategic economic plan 2015-21, ITA Executive Board, 31 January 2014, Item 7

Appendix 1 – Q2 changes to Indicative LTP Integrated Transport IP2 2014-2017 (£000s)

District		2014/15	2015/16	2016/17	TOTAL
Bradford	Approved Apr 14	1,169	1,275	1,518	3,962
	Proposed Adjustment	0	0	0	0
	Proposed Jun 14	1,169	1,275	1,518	3,962
Calderdale	Approved Apr 14	1,519	830	721	3,070
	Proposed Adjustment	330	0	0	330
	Proposed Jun 14	1,849	830	721	3,400
Kirklees	Approved Apr 14	2,970	1,497	1,518	5,985
	Proposed Adjustment	200	0	0	200
	Proposed Jun 14	3,170	1,497	1,518	6,185
Leeds	Approved Apr 14	5,450	1,932	2,240	9,622
	Proposed Adjustment	-120	0	0	-120
	Proposed Jun 14	5,330	1,932	2,240	9,502
Wakefield	Approved Apr 14	1,493	1,233	1,260	3,986
	Proposed Adjustment	150	0	0	150
	Proposed Jun 14	1,643	1,233	1,260	4,136
Combined Authority	Approved Apr 14	12,302	9,576	4,701	26,579
	Proposed Adjustment	385	1,000	0	1,385
	Proposed Jun 14	12,687	10,576	4,701	27,964
Centrally held funding	Approved Apr 14	3,487	1,966	2,959	8,412
	Proposed Adjustment	-1,069	0	0	-1,069
	Proposed Jun 14	2,418	1,966	2,959	7,343
TOTAL	Approved Apr 14	28,390	18,309	14,917	61,616
	Proposed Adjustment	-124	1,000	0	876
	Proposed Jun 14	28,266	19,309	14,917	62,492

Notes:

General

- Total LTP IT Block funding of £57m will be available from DfT 2014-2017
- Unspent funding carried forward from IP1 will also be included in the quarterly payments.
- £7.5m of the IP2 IT Block funding has been allocated to support the CCAG. This is not included in the above breakdown but is included in the CCAG spend (see Appendix 3)
- Funding held centrally will be allocated to the relevant delivery partners as the programme is further developed

Calderdale: +£150k for cycle schemes in 2014/15:

- West Vale extension
 - Luddendon – Brierly Route
 - Elland Wood Bottom extension
 - Sowerby Bridge Canal Route Signing
- +£180k for completion of LSTF legacy schemes

Kirklees: +£200k for cycle schemes in 2014/15 including Kirklees Dalton-Deighton Greenway

Leeds: -£120k to WYCA to fund the delivery of Marketing, Totems and RTPI for Elland Road P&R

Wakefield : + £150k for cycle schemes in 2014/15 (Nagger Lane, Outwood and Pontefract to Knottingley)

WYCA: +£1,385k

- o Allocation updated to reflect +£1,277k of funding carried forward from 2013/14
- o £1m expenditure re-profiled in to 2015/16 to reflect delivery profile for Low Moor;
- o +£120k to WYCA to fund the delivery of Marketing, Totems and RTPI for Elland Road

Centrally held funding -£1,069:

- o -£500k for cycle schemes in 2014/15 in Calderdale, Kirklees and Wakefield
- o -£180k from Bids and leverage to fund completion of Calderdale LSTF legacy scheme
- o -£389k to reflect removal of funding associated with Waterloo Junction (Huddersfield) Local Pinch Point from programme

Appendix 2 – Indicative LTP Highways Maintenance Block Funding 2014-2017 (all figures in £000s)

Partner Authority	IP2		
	2014/15 (Indicative)	2015/16 (estimated)	2016/17 (estimated)
	£000s	£000s	£000s
Bradford	5,228	7,175	7,175
Calderdale	3,367	4,621	4,621
Kirklees	4,333*	7,319	7,319
Leeds	6,858	9,412	9,412
Wakefield	2,980	4,090	4,090
Combined Authority	0	0	0
Total	23,766	32,617	32,617

* Kirklees maintenance allocation has been adjusted to pay back the loan from the IT block in 2013/14 to fund an accelerated maintenance programme ahead of the Tour De France

Appendix 3 – Indicative CCAG Funding Profile (all figures in £000s)

Partner	2013/14 (paid)	2014/15			
		Q1 (Paid)	Q2 (proposed)	Q3	Q4
Bradford	142	29	68	TBC	TBC
Leeds	457	430	186	TBC	TBC
Combined Authority	630	624	286	TBC	TBC
Total	1,229	1,083	540	TBC	TBC

Note: total funding for the projected is made up as follows:

DfT Cycle City Ambition Grant	£18.052m
LTP IP2 contribution	£7.5m
Best Foot Forward	£0.25m
Leeds City Council	£0.17m
Total	£25.972m

APPENDIX 4 – West Yorkshire + Transport Fund Interim Budget Summary (all figures in £000s)

District	2013/14		2014/15					TOTAL ALLOCATION REQUIRED
	Payment	Outturn ¹	WT+TF Funds held by partners carried forward from 13/14	Quarterly Payments				
				Interim		Post SEP ³		
				Q1	Q2	Q3	Q4	
Bradford	264	43	221	0	89	226	344	923
Calderdale	70	70	0	0	305	120	100	635
Kirklees	230	60	170	0	100	125	125	580
Leeds	470	293	177	471	621	471	471	2,504
Wakefield	528	376	152	0	2,525	0	0	3,053
WYCA	190	21	169	0	342	75	75	642
Resources	75	74	0	112	113	112	113	525
Advisors	290	290	0	30	115	95	60	590
Contingency	0	0	0	0	75	0	0	75
Sub Total	2,117	1,227	889	613	4,285	1,224	1,288	9,527

York	0	0	0	25	125	250	152	552
------	---	---	---	----	-----	-----	-----	-----

GRAND TOTAL	2,117²	1,227³	890	638	4,410	1,474	1,440	10,079
--------------------	--------------------------	--------------------------	------------	------------	--------------	--------------	--------------	---------------

Budget	2700	890	638	4,410	122	0	7,287
---------------	-------------	------------	------------	--------------	------------	----------	--------------

Variance (total approved budget against forecast spend)	583	0	0	0	-1,352	-1,440	-2,792
--	------------	----------	----------	----------	---------------	---------------	---------------

- Note the unspent budget from 2013/14 has been carried forward to continue work on early win projects in Q1 2014/15
- WYCA actual spend is £1,968k which varies from payments total of £2,117k as WYCA full allocation was not utilised as at 31 March 2014
- Subject to review following outcome of SEP bid

APPENDIX 5

Transport Hubs IP2 Programme

Programmed Hub Locations: Proposed Delivery Breakdown

Year 1 (2014/15)	Year 2 (2015/16)	Year 3 (2016/17)
Heckmondwike*	Elland (subject to SEP bid)*	Bramley TC
Bingley TC	Normanton (subject to SEP bid)*	Dewsbury BS
Cross Gates	Huddersfield St George's Square	South Elmsall**
Hebden Bridge	Leeds St James'	White Rose
LBIA	Halifax George Street (subject to SEP bid)	Bradford Royal Infirmary

* Proposed 'Hubs Makeover' site

** Potential Additional 'Makeover' Site

Reserve List

The following sites are proposed for development as 'on the shelf' reserve schemes to cover for slippage elsewhere within the wider IP2 capital programme

Year 1 (2014/15)	Year 2 (2015/16)	Year 3 (2016/17)
Birstall Market Place	Asda Durkar	Marsden Centre/RS
Otley TC	Birstall Junction 32	Odsal
Mirfield TC/RS	Sowerby Bridge TC/RS	Brighouse TC/RS
Guisley TC/RS	Burley Park RS	Headingley Centre
Honley TC	Saltaire RS	Garforth TC

Originator: Diane Groom,
Assistant Director,
Customer Services



ITEM 9

Report to: Transport Committee

Date: 11 July 2014

Subject: Travel Choices – Accessibility and Equality Initiatives

1. Purpose

- 1.1. To provide details of the approach taken in recent years to understand accessibility issues relating to public transport in West Yorkshire, and to establish improvements.

2. Information

- 2.1. The Transport Committee has expressed a desire for better engagement with equality groups. This report highlights the West Yorkshire Combined Authority's approach to equality and accessibility, in terms of engagement and understanding the needs of passengers, planning and delivery of our services and influencing those of public transport operators and other partners.

Understanding the Needs of Passengers

- 2.2. Engagement and dialogue with equality groups and communities has focused on building and maintaining an on-going relationship with the aim of:
 - Gaining a better understanding of the needs and views of stakeholder groups and communities
 - Consulting and involving equalities groups on the design and development of new services and initiatives, such as Easy Read complaints process, Travel Assistance Cards
 - Providing information and feedback on West Yorkshire Combined Authority services and new initiatives
- 2.3. Groups and organisations engaged with during the last two years are listed at Appendix A.

Accessibility & Equality Initiatives

- 2.4. The following initiatives have been developed in response to issues raised through engagement with and feedback from equality groups.

Staff Training

- 2.5. Disability awareness training for transport staff is a key issue highlighted by stakeholder and equality groups.
- 2.6. Disability awareness training has been provided for West Yorkshire Combined Authority staff, with a focus on customer facing staff, including learning disability, hate crime and dementia awareness.
- 2.7. West Yorkshire Combined Authority held a workshop session in 2013 with key bus operator training managers and representatives from disability organisations to identify opportunities to improve disability awareness training. Work is ongoing to progress this area of work.

Information

- 2.8. An accessible travel section has recently been added to the Metro website at www.wymetro.com/howtogetto/accessible
- 2.9. A range of information has been produced in Easy Read and British Sign Language formats and can be accessed on the Metro web sites. Details are set out in Appendix B.
- 2.10. Information was also produced in Easy Read and British Sign Language formats as part of the marketing campaign to raise awareness of the English National Concessionary Permit renewal scheme in March 2013.
- 2.11. Details of the Confederation for Passenger Transport mobility scooter permit scheme have been shared with front line staff, and details of the scheme and how to apply for permits, have been added to the Metro web site to raise awareness with passengers.

Passenger Assistance

Safe Places

- 2.12. West Yorkshire Combined Authority is a member of Safe Places schemes in Bradford, Leeds, Calderdale and Kirklees, and hosted the launch of the Kirklees, Calderdale and Leeds schemes at our bus stations during 2012. A further scheme is currently under development for the Wakefield district.

Travel Assistance Cards

- 2.13. A Travel Assistance Card scheme was launched in June 2014. Travel Assistance Cards have been designed to help disabled and older people when using public transport. The cards are available to download and print from the Metro website or to pick up from bus station travel centres. They have also been circulated to local stakeholder organisations for them to issue to their

members. 3,000 travel assistance cards distributed to Bus Station Travel Centres and 11 stakeholder organisations to date.

Bus Station Pilot Scheme

- 2.14. During summer 2014, a pilot scheme will be launched at Huddersfield Bus Station, providing pre-bookable passenger assistance for people with a disability.

Travel Training Schemes

- 2.15. WYCA secured TICCO agreement to extend the Business Travel Pass product to travel training schemes (for use by travel trainers), resulting in a significant reduction in the cost of travel for trainers.

Working with Young People

- 2.16. The Combined Authority has worked in partnership with the Youth Association to engage with young people in Castleford, Pontefract and Cleckheaton bus stations using detached youth work teams. Work is ongoing with the Youth Association to further develop this approach.
- 2.17. The Combined Authority took part in the Youth Association's Young Inspectors programme in 2013. The programme trains young people to conduct assessments of local services for young people and make recommendations for service improvements.
- 2.18. Feedback from the inspection indicated that young people surveyed both used and valued the Combined Authority's services and that the organisation has a positive reputation with most young people. Recommendations included a suggestion that more work could be done to involve and engage young people. Further work is planned during 2014 to follow up recommendations from the report.

Outcomes

- 2.19. A number of the initiatives described in this report are relatively recent developments which aim to improve the journey experience for people with a disability and older people. Further work is under way to develop and introduce indicators to monitor progress of these initiatives.

3. Financial Implications

- 3.1. There are no financial implications as a result of this report.

4. Legal Implications

- 4.1. None as a result of this report.

5. Staffing Implications

- 5.1. None as a result of this report.

6. Consultees

6.1. None

7. Recommendations

7.1. That the report is noted.

7.2. That the Transport Committee endorses the value of the activities outlined above and of liaising with a range of representative groups.

7.3. That the Transport Committee provide feedback on their views for priorities for further development of this work area as part of the Single Plan process.

8. Background Documents

8.1. None

Appendix A – Accessibility Stakeholder Groups

Alzheimer’s Society	Kirklees Involvement Network (South Kirklees)
Association of Blind Asians (Leeds)	Kirklees Physical/Sensory Impairments and Long Term Conditions Partnership Board
Bradford Association of Visually Impaired People	Leeds Ageing Well Board
Bradford Deaf group	Leeds Dementia Action Alliance
Bradford Dementia Action Alliance	Leeds Equalities Assembly and Equality Hubs
Bradford Learning Disability Partnership	Leeds Federation for the Blind
Bradford Live at Home Scheme	Leeds Learning Disability Partnership Board
Bradford Mobility Planning Group	Leeds LEEP (self-advocacy)
Bradford People First	Leeds Macular Society
Bradford Strategic Disability Partnership	Mencap in Kirklees
Bradford Dementia Action Alliance	Morley Street Resource Centre (Bradford)
Calderdale Disability Partnership	Regional Talking Transport Group
Calderdale Learning Disability Partnership Board	RNIB
Calderdale Self Advocacy Groups (x2)	SNOOP (Bradford)
Cloverleaf Advocacy (Calderdale and Kirklees)	Tenfold (Leeds self-advocacy organisation)
Dementia Friendly Leeds	Travel training schemes (Leeds, Bradford, Kirklees and Wakefield)
Dementia Friendly Rothwell	United Response
Guide dogs For the Blind	Wakefield Self Advocacy Groups
Holbeck Elderly Aid	Wakefield Learning Disability Partnership Board
Inclusion North	West Yorkshire Youth Association
Kirklees Involvement Network (North Kirklees)	Yorkshire and Humber Dementia Action Alliance

Appendix B - Information in Easy Read and British Sign Language

The following information can be accessed on the Metro web site www.wymetro.com/howtogetto/accessible/formats

British Sign Language Films

- Concessions for blind and disabled people
- Easy access buses
- AccessBus
- SmartCard user guide

Easy Read information

- Concessions for blind and disabled people
- Customer Feedback form

ITEM 10

Report to: Transport Committee

Date: 11 July 2014

Subject: Petition – Service X15

1. Purpose

- 1.1. To make the Committee aware of a petition received on service X15 and the response that has been made.

2. Information

- 2.1. On the 31 May 2014 First ceased operation of service X15 that provided a direct link between Stanningley Road, Stanningley and Pudsey.
- 2.2. Following this withdrawal the Combined Authority received a petition from residents of Daisyfield Grange, Rossefield Manor for the reinstatement of a direct service from this area along Stanningley Road to Pudsey.
- 2.3. The Combined Authority asked First if they would consider reinstating the service. First responded that the decision to withdraw the X15 was as part of a review of the performance of bus services in the area and that this section of route was financially weak.
- 2.4. First also stated that as a result of the withdrawal they had saved resources and therefore the whole service (including the X14 that is part of the same bus cycle) is more sustainable. In summary First stated that there was insufficient patronage on the Stanningley Road section of route to be able to operate on a commercial basis.
- 2.5. Where bus services are not economically viable but there is a social need, WYCA does have the power to provide bus services subject to an assessment of value for money. In this case, the journey to Pudsey from Stanningley Road can still be made via a very frequent connection by travelling on service 72 to Stanningley (every 7 minutes) and then changing onto service 16 (every 10 minutes) to Pudsey. This journey does involve crossing the road with a very short walk. Those who do not

wish to cross the road can access Pudsey every half hour from Stanningley via service 91.

- 2.6 Typically the cost of running one bus for one year is around £100,000. As there is a frequent connection available it would not be good value for taxpayers' money to provide a replacement for the X15. The petitioners have been advised of this decision and that this matter would also be reported to the Transport Committee.

3. Financial Implications

- 3.1. There are no financial implications of this report.

4. Legal Implications

- 4.1. There are no legal implications of this report.

5. Staffing Implications

- 5.1. There are no staffing implications of this report.

6. Recommendations

- 6.1. That the petitioners be thanked.
- 6.2. That no further action be taken.